

SAN FRANCISCO CITY PLANNING COMMISSION

ENVIRONMENTAL IMPACT REPORT

**FEDERAL RESERVE BANK
OF SAN FRANCISCO**

FINAL

EE 78-207

STATE CLEARINGHOUSE NO. 79040211
JUNE 1979

CERTIFICATION DATE: 14 June 1979
PUBLIC HEARING DATE: 26 April 1979
PUBLICATION DATE: 23 March 1979

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- Changes from the text of the Draft EIR are indicated by solid dots at the beginning of each revised paragraph.

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AERIAL VIEW OF PROJECT SITE AND VICINITY

I. SUMMARY

I. SUMMARY

A. INTRODUCTION

The Federal Reserve Bank of San Francisco proposes to build an expanded, modernized, and integrated operations and office facility on lower Market St. The project has evolved out of the Bank's 35-year projected space requirements study. It is the Bank's response to the increasing obsolescence and fragmentation of its existing facilities, and the economic and functional difficulties involved in bringing these facilities into conformance with the applicable seismic standards of the San Francisco Building Code. The new Bank headquarters would replace the existing Federal Reserve Bank at 400 Sansome St., and its present ancillary facilities at 450 Sansome St. and 241 Battery St.

B. PROJECT DESCRIPTION

The proposed project site encompasses the block bounded by Market, Main, Mission, and Spear Sts., except for the corner parcel presently occupied by the Matson Building at Mission and Spear Sts. The project building plan includes 113,000 sq. ft., or approximately three acres, of the 132,000-sq.-ft. site. The remaining 19,000 sq. ft., located at Mission and Main Sts., would serve the Bank as interim parking space until the need for lateral building expansion would require its use. Such expansion would not occur until the late 1990s or early 2000s.

I. SUMMARY

The proposed structure would consist of a basement level; a four-story base building, set back 40 ft. from the Market St. property line and about 90 ft. from the Matson Building property line on the south side; and an eight-floor office tower, stepped back at two-story intervals along the Market St. frontage (see Section II.D, p. 10 and Figure 2, p. 11). This structure would extend along the entire 275-ft. segment of Market St. between Main and Spear Sts. and contain all office, computer, storage, security and other facilities required for Bank operation. In addition, the Market St. frontage would include a landscaped pedestrian arcade, a windowed gallery for the display of art loaned by Bay Area museums, and a secure lobby which would provide public access to a banking area, a money museum and limited Bank tour facilities.

- Demolition of the existing buildings on the site, proposed to begin in 1979, would take about four months. Construction would begin after receipt of all project approvals and continue for approximately 30 months until project completion. The Bank has scheduled the move into the proposed building in 1982.

At the time of initial occupancy in 1982, the project would house approximately 1,140 Bank employees and about 350 tenants' employees. This is a 27% employment increase that would create approximately 240 bank-related jobs and 350 on-site non-bank (tenant) jobs. By the mid-1990s, when the Bank would assume full project occupancy, the building would house approximately 1,600 Bank employees.

C. ENVIRONMENTAL EFFECTS

The project would require a change of a height limit on part of the site and exceptions to bulk provisions of the City Planning Code. The form and scale of the project is intended by the project architects to complement neighboring plazas and older buildings, and establish a design link that would unify this portion of lower Market St. The project would incorporate no provision for pedestrian interest or activity along its Spear or Main St. frontages due to Bank security requirements. The new building would lengthen shadows cast into Market St. and Robert Frost Plaza.

I. SUMMARY

Because of the location of the project site and the generally greater heights of surrounding buildings, the project would be visible only from a limited local area. The site is situated in the Pine St. view corridor established by the City Planning Code, and the project would require a reclassification of the 150-ft. height limit in a portion of this corridor to about 195 ft. However, the planned facility would not block views from Pine St. to the Bay, as they are blocked by the intervening buildings at 215 Market St. and 245 Market St.

No effect upon cultural or historical resources would be expected during project construction. However, if artifacts were encountered, construction activities would be stopped and appropriate measures taken.

Construction and operation of the project would increase demands for water, sewer, solid waste, police and fire protection, and telephone services in the downtown area. In each case, these increased demands are expected to be within the capacities of the respective service systems, and would not require additions of personnel, equipment, or facilities to these systems.

The project would provide over 400 person-years of construction employment, would provide office space for additional Bank employment later, and would increase the value of taxable real estate in San Francisco by more than \$66 million in 1982.

The project would require the relocation of the 430 employees of 25 on-site commercial lessees and sublessees. This relocation is being accomplished according to the Bank's relocation assistance program, which provides benefits to each displacee and is scheduled to be completed by early 1979.

Local pedestrian and vehicular circulation would be impeded during project construction due to construction traffic. The ready freeway access to the site and truck marshalling area would partially mitigate this disruption by minimizing the length of street affected. During project occupancy, the addition of approximately 1,000 more employees, including tenants, to the site would add to the number of persons using the sidewalks and transit loading facilities in the vicinity, particularly the sidewalk bus zones and the

I. SUMMARY

Embarcadero Station of the Market St. subway. The project would displace 260 on-site parking spaces now available to the public on an hourly, daily, or monthly basis.

A microclimatic effect of the project would be to reduce street level wind speeds at some locations, and there would be short-term increases in particulate emissions during construction. The effects of the project upon the local noise environment would occur primarily during construction and would be due to operation of construction equipment, particularly pile-drivers. These effects would be minimized by controlling the hours of equipment operation and using the best available sound attenuation techniques.

Project implementation would also result in consumption of fossil fuels and electricity during construction and operation. Operational energy requirements have been subjected to life cycle cost analyses resulting in increased efficiencies in Bank heating, ventilating, air conditioning (HVAC), and insulation. Energy savings by the Bank would also result from the proposed consolidation of facilities and improved access to freeway and transit systems.

Approximately 92,000 cu. yds. of fill material would be excavated. Planned seismic engineering of the structure and its foundations based on current building codes would minimize earthquake hazards to both the public and Bank employees.

D. MITIGATION MEASURES

The height and mass of the proposed structure would be similar to flanking structures, which would help preserve the architectural scale of this portion of lower Market St. The building setback and terraced facade would result in reduced shadow lengths in Market St. and Robert Frost Plaza. The project is subject to a relocation assistance program that provides moving expenses, advisory assistance, and other aids to residential and business displacees. The project site has ready access to transit systems and freeways. Priority use of parking facilities would be given to carpools.

E. ALTERNATIVES

In conducting the space requirements study mandated by the Board of Governors of the Federal Reserve System, the Federal Reserve Bank of San Francisco examined a number of environmentally distinct project alternatives. The choice of the preferred alternative, the proposed project, was based primarily on cost considerations, although environmental and functional factors were also weighed. Each of these alternatives, and the reasons for its rejection are described below.

Alternative 1 - No Project. This alternative would involve the retention and upgrading of present Bank facilities at 400 Sansome St. The project sponsor would exclude this measure because of its high cost, failure to meet ultimate space requirements, and the difficulty of maintaining operational continuity and security during the construction period.

Alternative 2 - Split Site. This alternative would involve construction of an operations and partial office facility at the Market St. site, and future occupation of office space elsewhere. The project sponsor would exclude this measure because it would fragment operations, disrupt operational flexibility, require additional staff for duplicated service functions, and could be prohibitively costly if it involved remodeling of the present Bank headquarters.

Alternative 3 - San Mateo County. This alternative would provide for the construction of an operations and partial office facility in northern San Mateo County, and the remodeling and continued use of the present Bank building downtown. The project sponsor would exclude this measure because it, too, would result in fragmented operations, operational inflexibility, and prohibitive remodeling costs, as well as prohibitive long-term employee transportation costs and concomitant energy (fuel) expenditures due to the relative remoteness of a San Mateo County site.

Alternative 4 - Staged Construction. This alternative would involve construction of an operations and partial office facility on the Market St. site and construction of additional on-site office space in the mid-1990s, as required. The project sponsor would exclude this measure primarily because it

would initially provide no excess office space to meet possible future office space demands, and because it would require duplication of construction efforts and costs.

Alternative 5 - Maximum Structure. A possible fifth project alternative, not actually considered by the Federal Reserve Bank, would be the construction of the largest floor area permitted by the City Planning Code on the proposed project site. This alternative could be achieved in compliance with all provisions of the City Planning Code by building two towers, one 600 ft. high, and the other 320 ft. high, and a two-story base structure in the 150-ft. view corridor. This would result in almost one million sq. ft. of office space in excess of the Bank's ultimate requirements. Disposition of this excess space would, in effect, place the Bank permanently in the real estate leasing business, and would present a fundamental and unacceptable conflict with its operational objectives, i.e., central banking.

II. PROJECT DESCRIPTION

II. PROJECT DESCRIPTION

A. OBJECTIVES OF THE PROPOSED PROJECT

The Federal Reserve Bank of San Francisco proposes to build a new integral office and operations facility on a recently acquired site to replace existing obsolete and outgrown facilities. The new bank headquarters would replace the existing Federal Reserve Bank facilities at 400 Sansome St., first occupied in 1923, an adjoining parking lot, leased office space in the Insurance Center Building at 450 Sansome St., and purchasing and storage space at 241 Battery St. The proposed project would provide a unified, modern headquarters which would enable the Federal Reserve Bank to carry out its legally mandated functions efficiently and expeditiously.

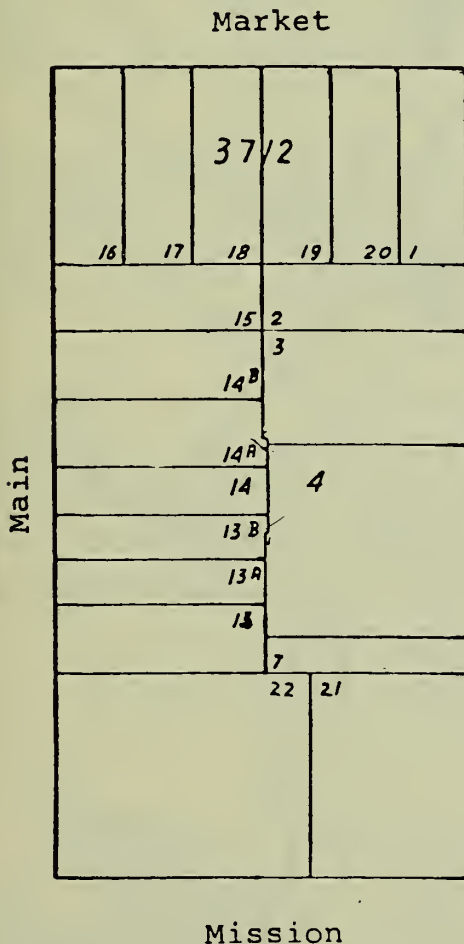
B. TYPE OF BUSINESS ACTIVITIES

The Federal Reserve Bank of San Francisco serves as the nation's central bank for seven Western states, Alaska and Hawaii (Region 12). As a clearing house the bank processes an average of 1.5 million checks per day. Check processing is one of the principal nighttime bank functions, with approximately 75 employees on duty between midnight and 7:00 a.m. Daytime activities include currency processing, check processing, fiscal transactions, and service and headquarters functions for the 12th Federal Reserve District.

II. PROJECT DESCRIPTION

C. LOCATION OF THE PROPOSED PROJECT

The proposed new Federal Reserve Bank building would be located in Assessor's Block 3712, which is bounded by Market, Main, Mission, and Spear Sts., in Downtown San Francisco (see Figure 1). It includes Parcels 1, 16, 17, 18, 19, and 20 which front on Market St.; Parcels 2, 3, 4 and 7 which front on Spear St.; Parcels 13, 13A, 13B, 14, 14A, 14B, and 15 which front on Main St., and that portion of Parcel 22 which extends 137.5 feet eastward from Main St. at Mission St. Although owned by the Federal Reserve Bank, Parcel 21 at the northwest corner of Spear and Mission Sts., and the easternmost 27.5 feet of Parcel 22, would be excluded from the project. The 11-year old, 11-story Matson Building which is on this site would be sold by the Federal Reserve Bank./1/



The site is in the lower Market St. area adjacent to the heart of the Financial District and the headquarters of several member banks of the Federal Reserve system. It is also close to the data processing centers and central cash vaults of branch member banks. It is served directly by almost all of the public transit systems operating in the San Francisco Bay Area and is one block from freeway ramps which lead directly to the San Francisco International Airport and to the San Francisco-Oakland Bay Bridge.

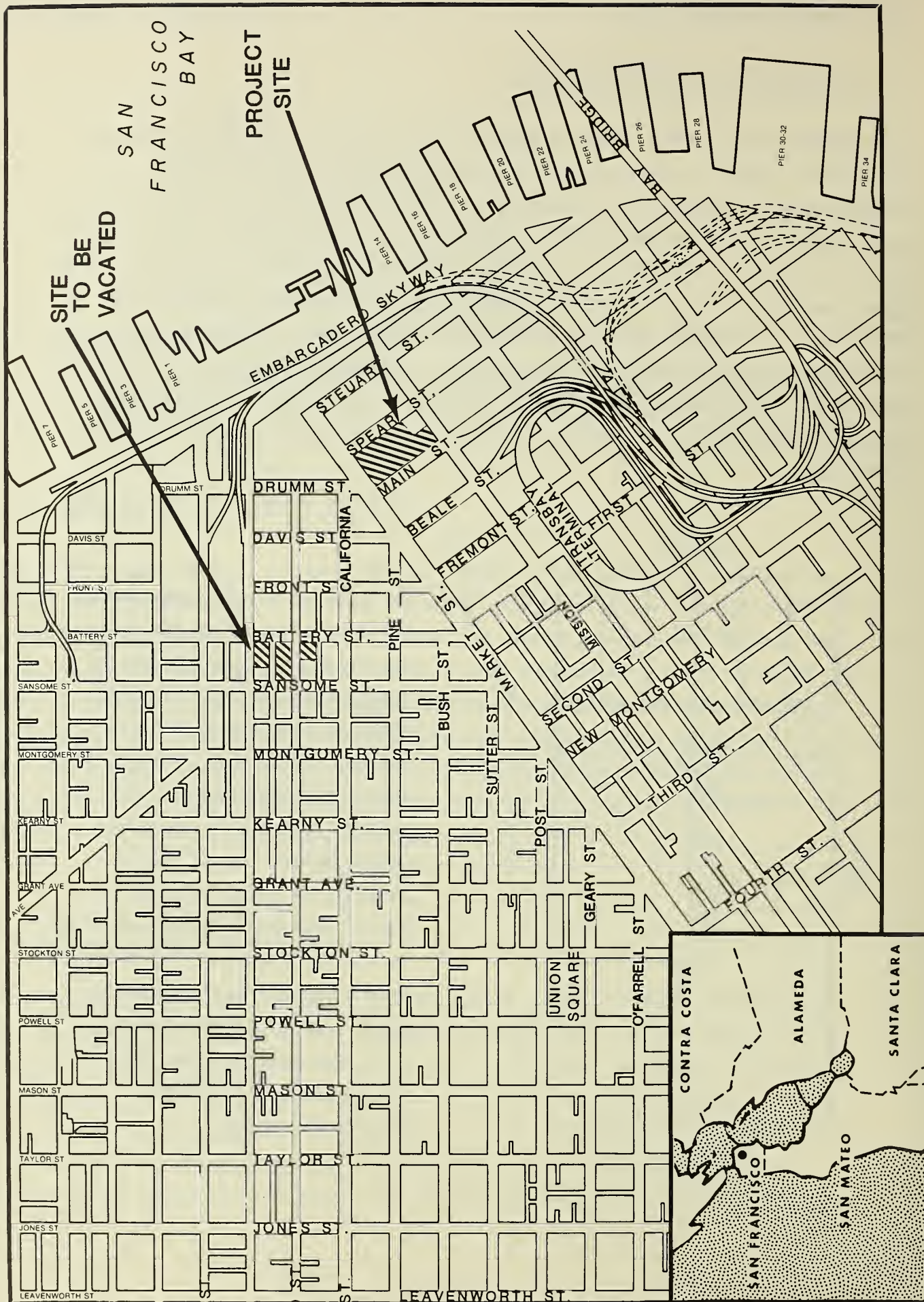


FIGURE 1 SITE LOCATION IN RELATION TO THE BAY REGION AND TO DOWNTOWN SAN FRANCISCO

II. PROJECT DESCRIPTION

D. SITE AND BUILDING PLAN

Of the 132,000 square-foot site, all but 19,000 square feet at the northeast corner of Main and Mission Sts. would be included in the proposed building plan. This corner parcel would serve the Bank as an interim parking lot until the need for lateral expansion of the operational space of the Bank would require its use, probably in the late 1990's or turn of the century.

The four-story base building would be set back 40 feet from the Market St. property line and separated from the Matson Building at the rear by an 87.5-ft.-wide controlled truck access and maneuvering area which would extend from Main St. to Spear St. This area would be screened from the streets and provide access to the adjacent internal general delivery and secure delivery loading docks. The base portion of the structure would accommodate the fiscal, check processing, computer, personnel and conference functions of the Bank and some of the mechanical functions of the building.

The single basement level of the proposed building would occupy most of the building site from Market St. to the loading dock driveway. This level would house the cash operations of the Bank--currency and coin processing and storage--and the principal high-security vaults (see Figure 2).

The ground level of the building would contain an entrance lobby 29 feet wide on Market St. near Spear St. The entrance lobby would provide public access to a money museum and the banking lobby. This floor would also house the fiscal activities and vaults, personnel offices, mail room and delivery docks and receiving space. Access by Bank personnel to the security areas in the base structure would be from an entry on Main St. (see Figure 3, p. 12). Access to the office floors in the tower would be from the entrance lobby on Market St.

The second floor of the base structure would house the check processing operations of the Federal Reserve Bank. The third level of the base structure would house the computer equipment of the Bank and its related support functions. It would also contain some of the mechanical area of the building. The fourth, upper level of the base structure would contain dining, lounge, and other facilities for Bank employees, a conference room and an

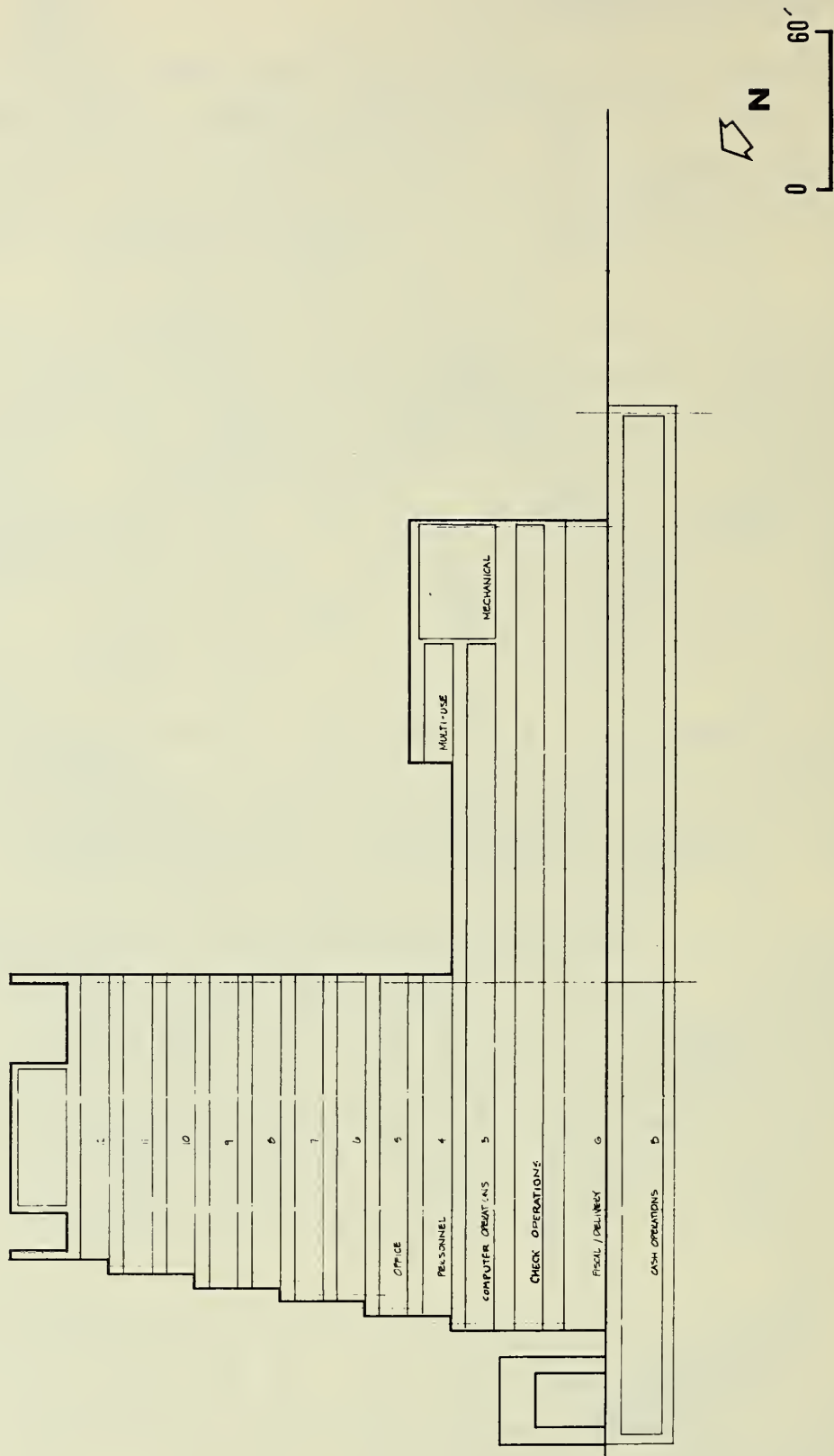


FIGURE 2
SECTION OF PROPOSED
BUILDING LOOKING EAST
FROM MAIN STREET

SPEAR ST.

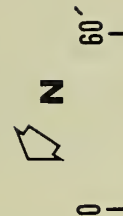
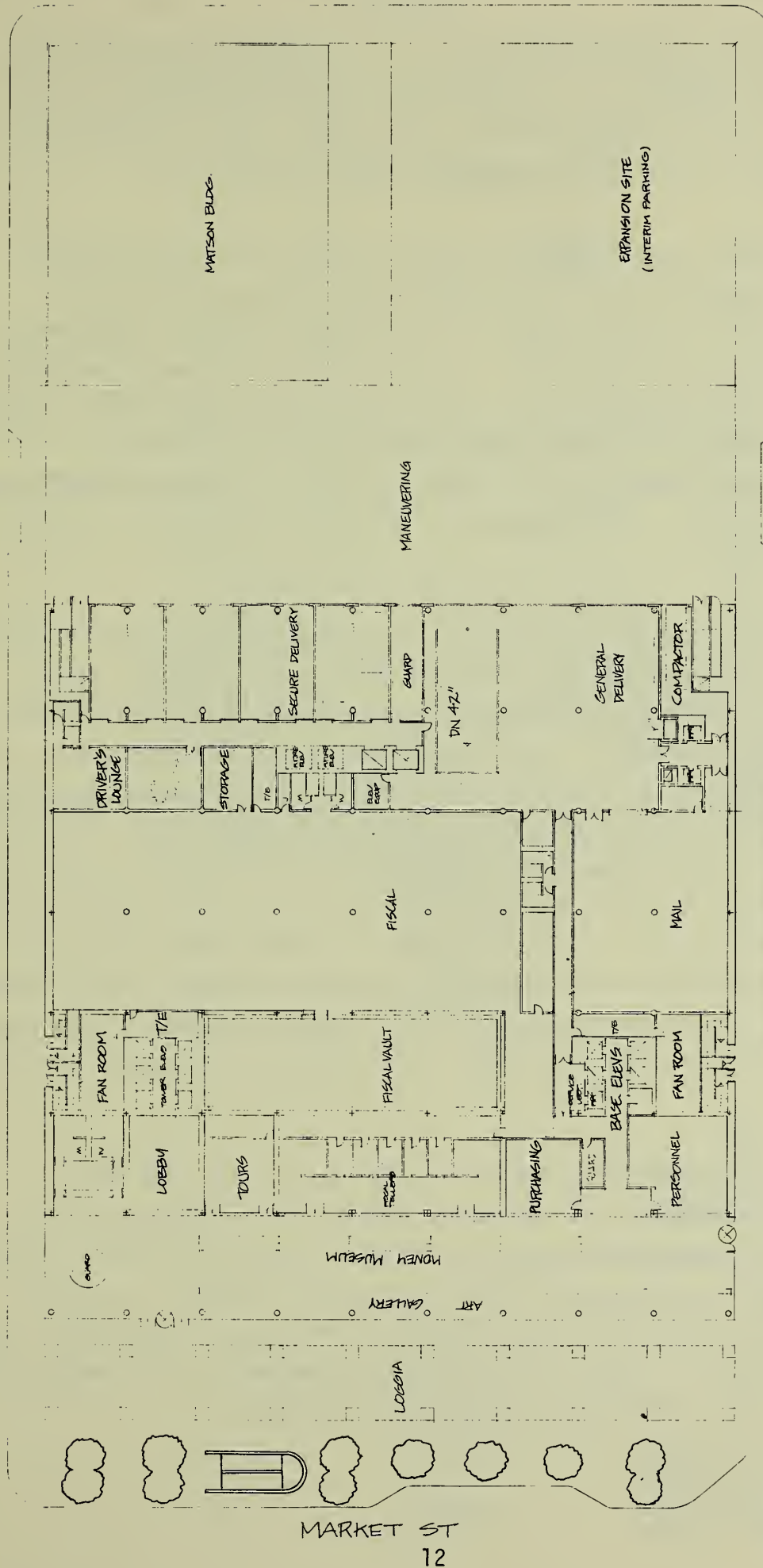


FIGURE 3
GROUND FLOOR PLAN
OF THE PROPOSED
BUILDING

II. PROJECT DESCRIPTION

enclosed, landscaped courtyard for employee use. This protected area would be visible from the Spear St. Tower of One Market Plaza to the east and from 215 Market St. and the P.G.&E. buildings to the west. This level would also enclose the upper portion of the mechanical area (see Figure 4).

Above the four-story base structure would be an eight-floor office tower. There would be sequential four-foot setbacks above the lower floors at two-story intervals along the Market St. facade beginning with the fourth level (see Figures 2, p. 9, and 5). The completed building would contain approximately 640,000 gross square feet and approximately 460,000 net usable sq. ft. The building would house approximately 1,140 Federal Reserve employees in 1982 and up to 1,600 by 1996. Excluding the parcel at the corner of Mission and Main Sts., the proposed building would have a floor area ratio of approximately 5:1.

The high-security vault would be designed to accommodate foreseeable needs for 30 years with a 20% contingency. The Board Room, senior executive space, dining room and cafeteria, and the mechanical areas would be built to serve projected needs for 30 years. The remaining functions and operations of the Bank would be accommodated in space which would serve foreseeable needs for a 15-year period after the building is occupied. The basement space allocation provides for the lateral expansion of the secure coin and currency areas to meet the foreseeable 30-year need, plus 20%, by the use of contiguous space within the building shell. Up to four floors of office space, containing approximately 93,000 sq. ft. of usable space, would be leased to other tenants by the Federal Reserve Bank during the initial years of occupancy. The parcel at Main and Mission Sts. would provide a "land reserve" for unknown long-term future needs.

The building would extend along the entire 275-foot length of Market St. between Spear and Main Sts. In the 40-ft. setback area there would be an 11,000 square-foot pedestrian area which would be covered by a free-standing structure supporting a dense and informal grouping of plants. A windowed gallery for the display of art and artifacts by the Federal Reserve Bank, the San Francisco Museum of Modern Art, the Fine Arts Museums of San Francisco and other museums, would extend along the Market St. facade.

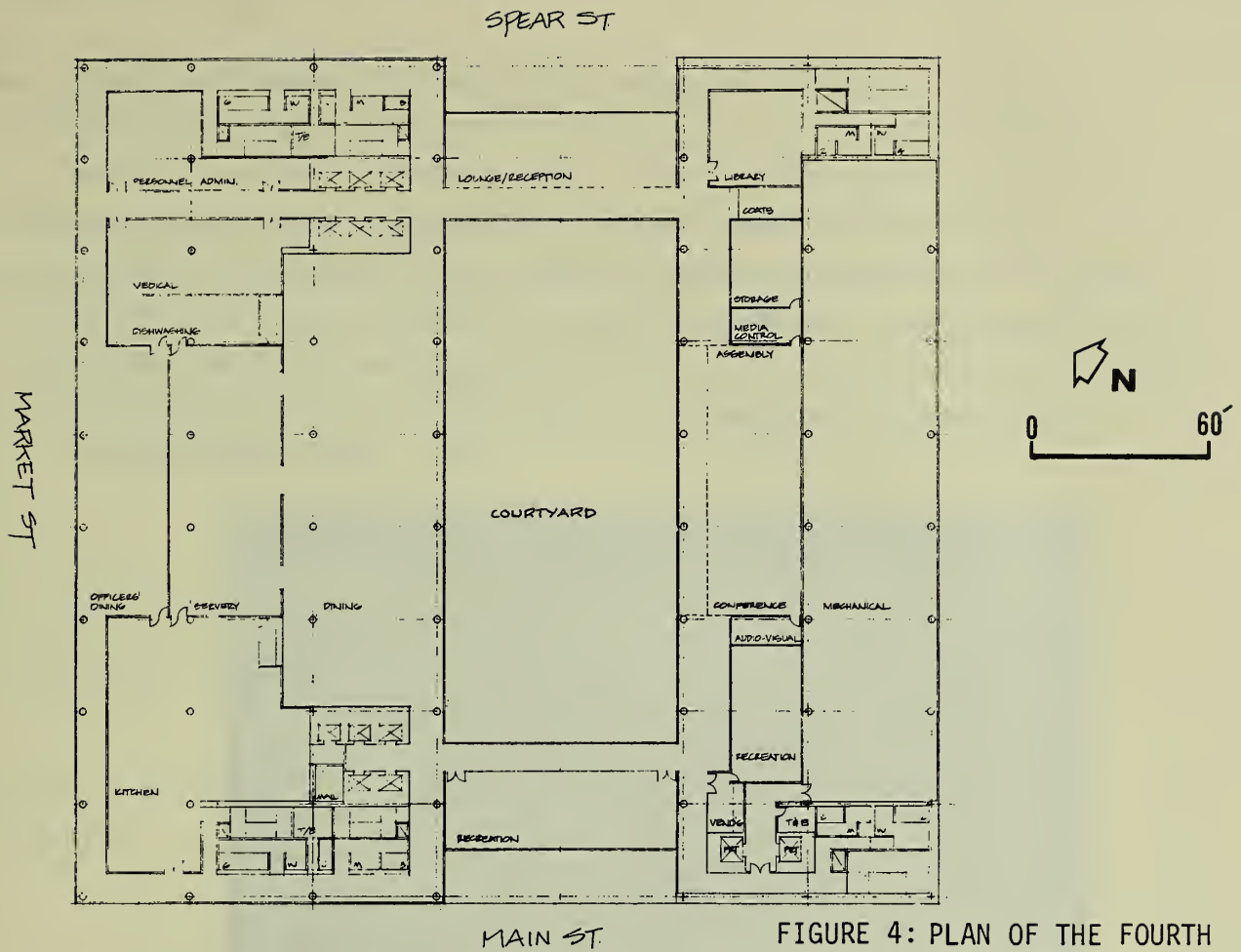


FIGURE 4: PLAN OF THE FOURTH FLOOR AND COURTYARD OF THE BASE STRUCTURE

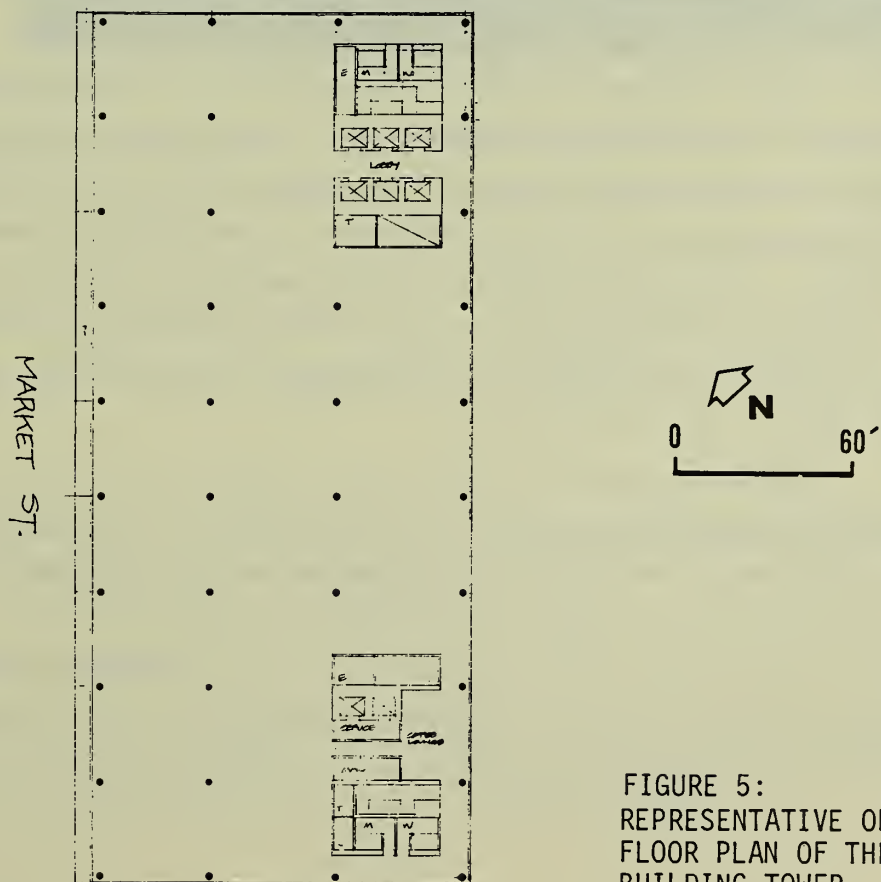
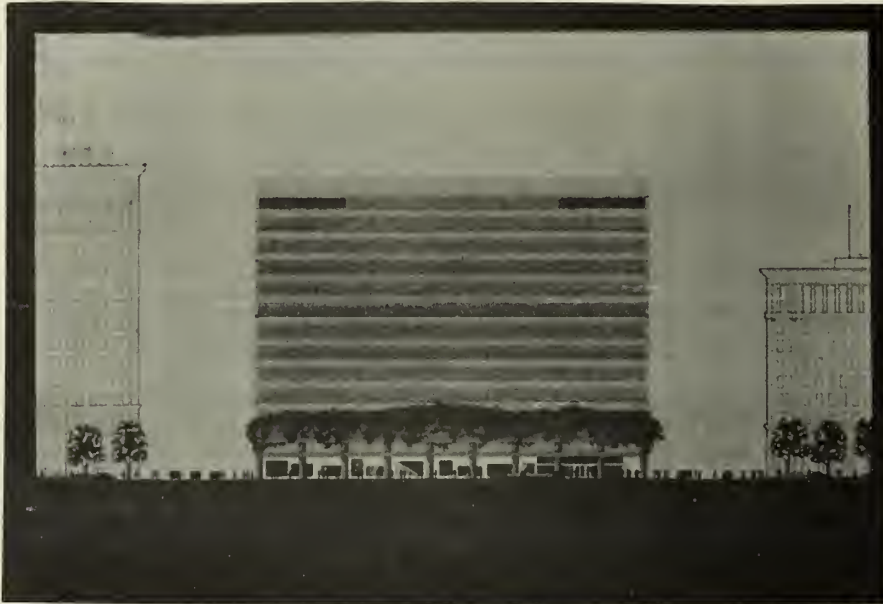


FIGURE 5: REPRESENTATIVE OFFICE FLOOR PLAN OF THE PROPOSED BUILDING TOWER

II. PROJECT DESCRIPTION

Facilities would be provided for a money museum and for guided tours which would enable the public to see, consistent with security requirements, the operations of the Federal Reserve Bank. Tours would be conducted from the lobby level near the money museum, where an illustrated lecture, using movies and closed-circuit television, would be given on the purpose and functions of the Bank. An exclusive "diving bell" elevator would carry visitors into the basement area where some of the cash handling operations could be seen through security glass, and to the second floor where some of the check operations could be observed. These exhibits are not available at the present Bank.



A front view of the proposed project is shown above. The maximum height of the proposed building would be 195 feet. This height would relate architecturally to the tower height on the Southern Pacific Building east of the site, which serves as the entrance leading to the galleria and two high-rise towers at One Market Plaza, and to the 214-ft. height of the principal portion of 215 Market St., formerly the old Matson Building, and to the 250-ft. height of 245 Market St., the Pacific Gas and Electric Company Building, which are west of the site.

Like its immediate neighbors at the foot of Market St., the proposed building would be comparatively low and would complement rather than compete with its neighbors and with the new high-rise structures recently built or under construction to the west, such as 333 Market St. (33 stories), Mutual Benefit (32 stories), 444 Market St. (38 stories), Metropolitan Life (38 stories),

II. PROJECT DESCRIPTION

525 Market St. (38 stories), 575 Market St. (39 stories), and 44 Montgomery St. (43 stories).

The principal pedestrian entrance to the building, and the only public entrance, would be on Market St. near Spear St. at the eastern end of the art gallery about 50 ft. from a sidewalk stairway and escalator connecting with the San Francisco Municipal Railway (Muni Metro) and the Bay Area Rapid Transit District (BART) levels of the Market St. subway at the Embarcadero Station in front of the site.

The entrance and the tour gallery, the money museum, the art gallery, and the covered pedestrian area are intended to provide an ambience in keeping with the pedestrian amenities of lower Market St., while the quiet upper levels of the facade reflect the function of the building as a banker's bank.

The project architects and engineers are Skidmore, Owings & Merrill of San Francisco.

E. PROJECT SCHEDULE, REQUIRED ACTIONS AND COSTS

Detailed design of the proposed project is scheduled for completion in mid-1979 by the project sponsor. Certification of the Environmental Impact Report, and subsequent action by the City Planning Commission on a conditional use authorization and zoning height district reclassification (see Section IV.A, p. 52), and action by the Board of Supervisors on a zoning amendment, are expected to be completed in 1979. After receiving all project approvals, demolition of remaining buildings on the site would begin, followed by construction of the new facility. Occupancy is scheduled for January 1982.

Cost of the project site at the time of acquisition was approximately \$16,000,000 or \$121 per sq. ft. The total site and building cost is estimated to be approximately \$70,500,000, in 1978 dollars.

FOOTNOTE - Project Description

/1/ The Federal Reserve Bank, created by the Federal Reserve Act of 1913 (12 U.S.C., Sec. 221 et seq.), is subject to the payment of property taxes (12 U.S.C., Sec. 531) and does not have the right of eminent domain.

III. ENVIRONMENTAL SETTING

A. LAND USE AND ZONING

The project site fronts on Market St., under which a two-level subway has been constructed to serve the light-rail vehicles of the not-yet-operational Muni Metro and the rapid transit trains of BART. The surface of the street was reconstructed in the early '70s to provide 35-foot-wide sidewalks and crosswalks paved in red brick, with granite curbs and gutters, rows of 30-foot sycamore trees, and specially designed street furniture.

Directly opposite the site on the north side of Market St. is the Robert Frost Plaza--dedicated in February 1978 to the San Francisco-born poet--where the California St. cable car line terminates. This is adjacent to the 800-room Hyatt Regency Hotel, a 19-story building. East of the site is One Market Plaza, an office complex consisting of the 10-story Southern Pacific Transportation Company headquarters built in 1916, the 28-story Del Monte Corporation Tower, the 43-story Spear St. Tower, and a ground level galleria of retail shops and branch banks built in 1976. West of the site, fronting on Market St., are the 15-story 215 Market St. and the 17-story 245 Market St. buildings, both built in the early 1920's. South of the Market St. frontage, in the block to the west of the site, is a 34-story tower and satellite buildings of the Pacific Gas and Electric Company.

The project site is the sole remaining block on lower Market St. which in its existing condition reflects the character of the street before the subway and the Embarcadero Station were completed, the street was reconstructed, and new private construction and rehabilitation occurred. The six existing buildings on the site fronting on Market St. range in height from two to seven stories and contain or contained street-level retail uses with office and storage uses above. The visibly tilted, subsiding, 80-room, seven-story Lincoln Hotel was the only building designed for residential use on the block.

Present land use on the site and in the vicinity is shown on Figure 6. Approximately one-half of the site was cleared of buildings when the various parcels were acquired by the Federal Reserve Bank in 1976, and continues to be used as a commercial parking lot. On Spear St. a frontage of 206 feet (Assessor's Parcels 3 and 4) and on Main St. a frontage of 182 feet is used for commercial parking (Assessor's Parcels 13, 13A, 13B, 14, and 14A). (See p. 8 for the location of the parcels.) In addition to the buildings fronting on Market St., the remaining buildings, which are slated for demolition as part of the proposed project in the spring of 1979, are 14 Spear St. (Assessor's Parcel 2) which is four stories high; 25 Main St. (Assessor's Parcel 15) which is four stories high; and 35 Main St. (Assessor's Parcel 14B) which is three stories high. The gasoline service station at Main and Mission Sts. would also be razed in the site preparation program.

The City Planning Code zoning classification for the project site is C-3-0, Downtown Office District (see Figure 7, p. 20). Office and retail uses are permitted in this district with a permitted Floor Area Ratio of 14 to 1, i.e., buildings may have a floor area up to 14 times the area of the site. The site is in three Planning Code Height and Bulk Districts as shown on Figure 8, p. 21. These are:

- 1) the 600-I Height and Bulk District in which the maximum permitted height is 600 ft. and the maximum permitted bulk of each structure above 150 ft. is a length of 170 ft. and a maximum diagonal dimension of 200 ft.; this District extends on the site from Market St. to a line 137.5 ft. north of Mission St. except where it is bisected by the Pine St. view corridor (see paragraph 3) below);

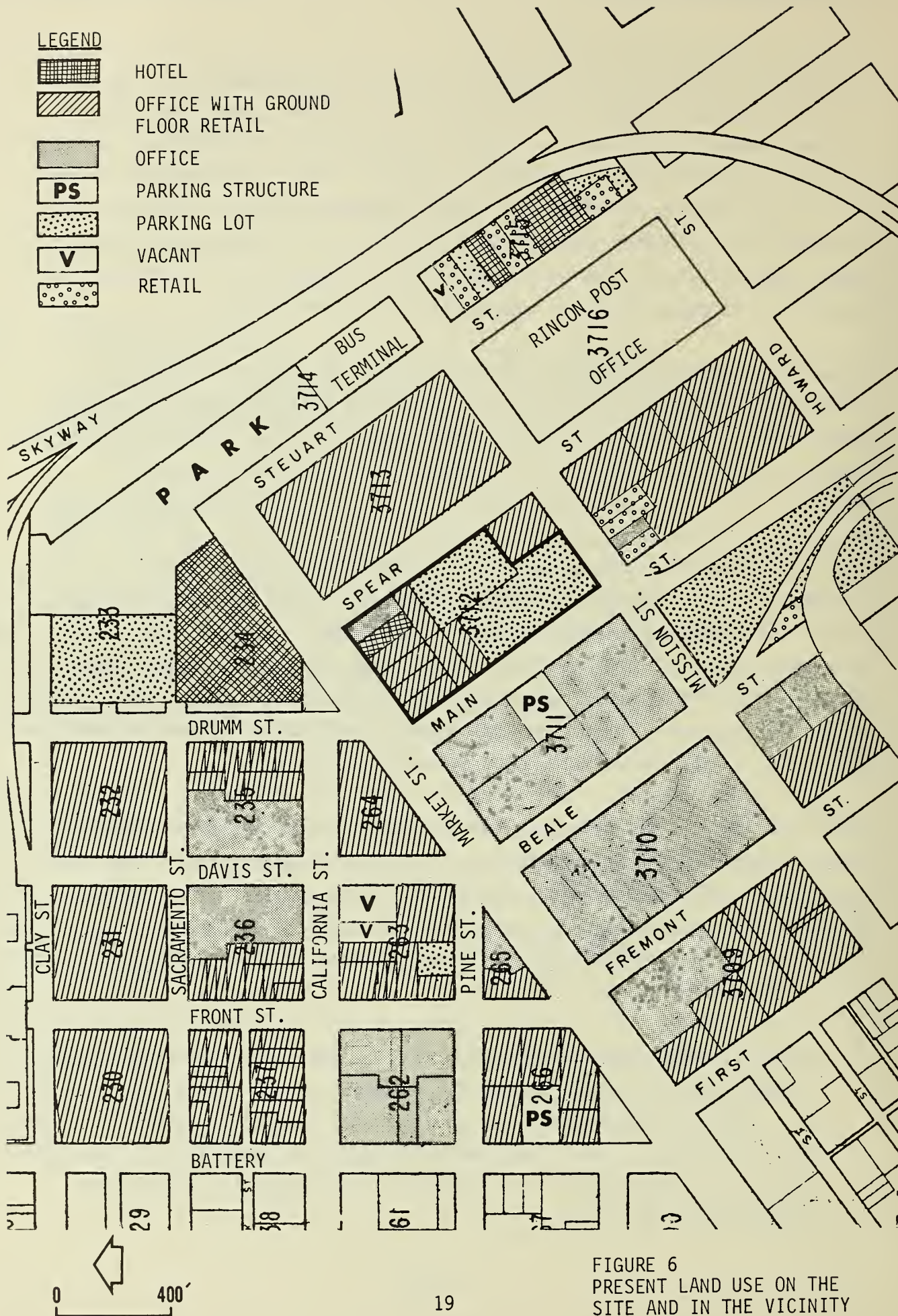
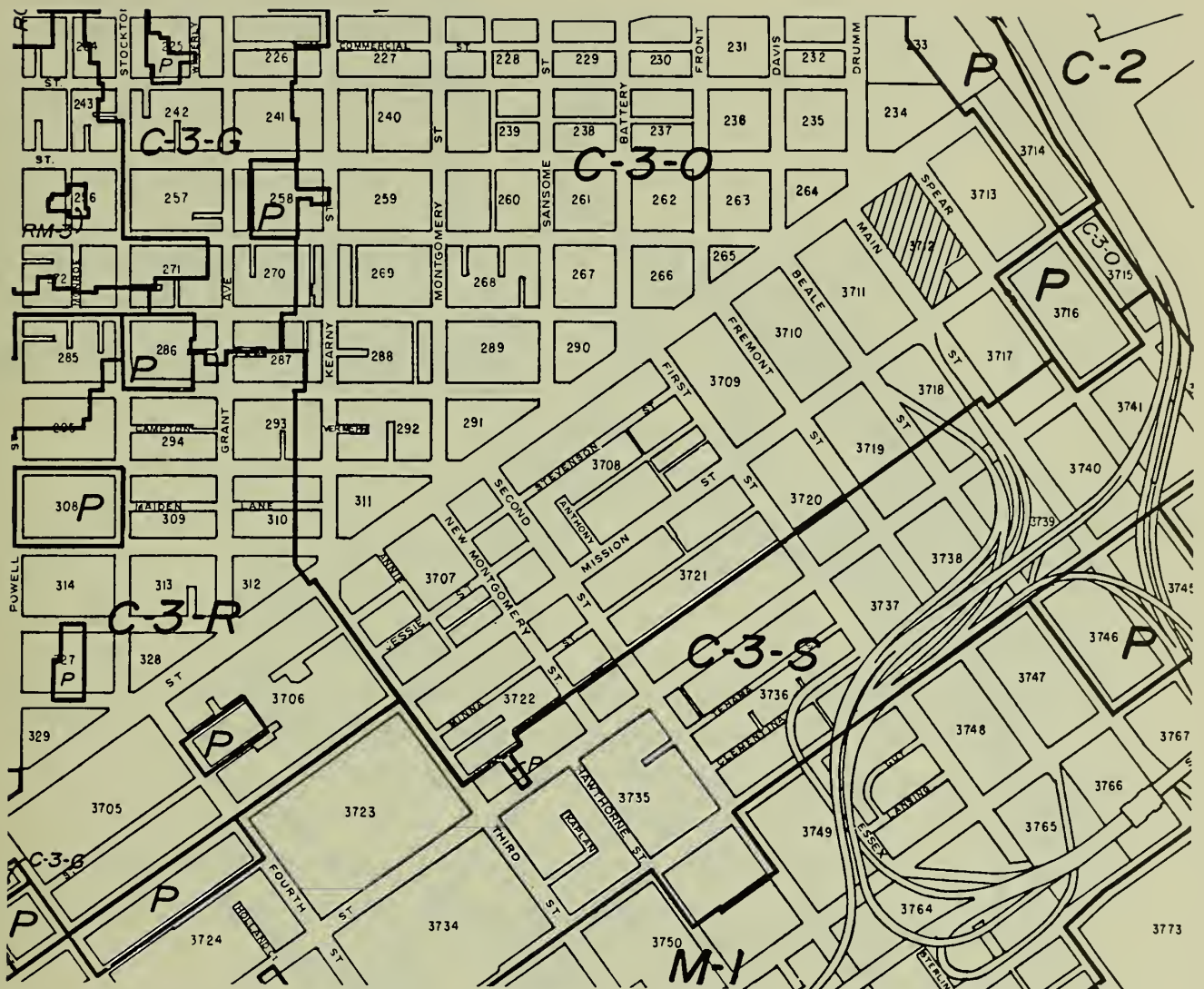

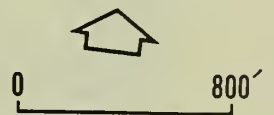


FIGURE 6
PRESENT LAND USE ON THE
SITE AND IN THE VICINITY



LEGEND

- C-2 COMMUNITY BUSINESS DISTRICT
- C-3-O DOWNTOWN OFFICE DISTRICT
- C-3-R DOWNTOWN RETAIL DISTRICT
- C-3-S DOWNTOWN SUPPORT DISTRICT
- C-3-G DOWNTOWN GENERAL COMMERCIAL DISTRICT
- RC-4 RC-4 RESIDENTIAL-COMMERCIAL COMBINED DISTRICT, ONE DWELLING UNIT PER 200 SQUARE FEET OF LOT AREA
- RM-3 MIXED HOUSE & APARTMENT CHARACTER DISTRICT, ONE DWELLING UNIT PER 400 SQUARE FEET OF LOT AREA
- M-1 LIGHT INDUSTRIAL DISTRICT
- P PUBLIC USE DISTRICT
-  PROJECT SITE



SOURCE: San Francisco Municipal Code

FIGURE 7
EXISTING PLANNING CODE
USE DISTRICTS ON THE SITE
AND VICINITY.

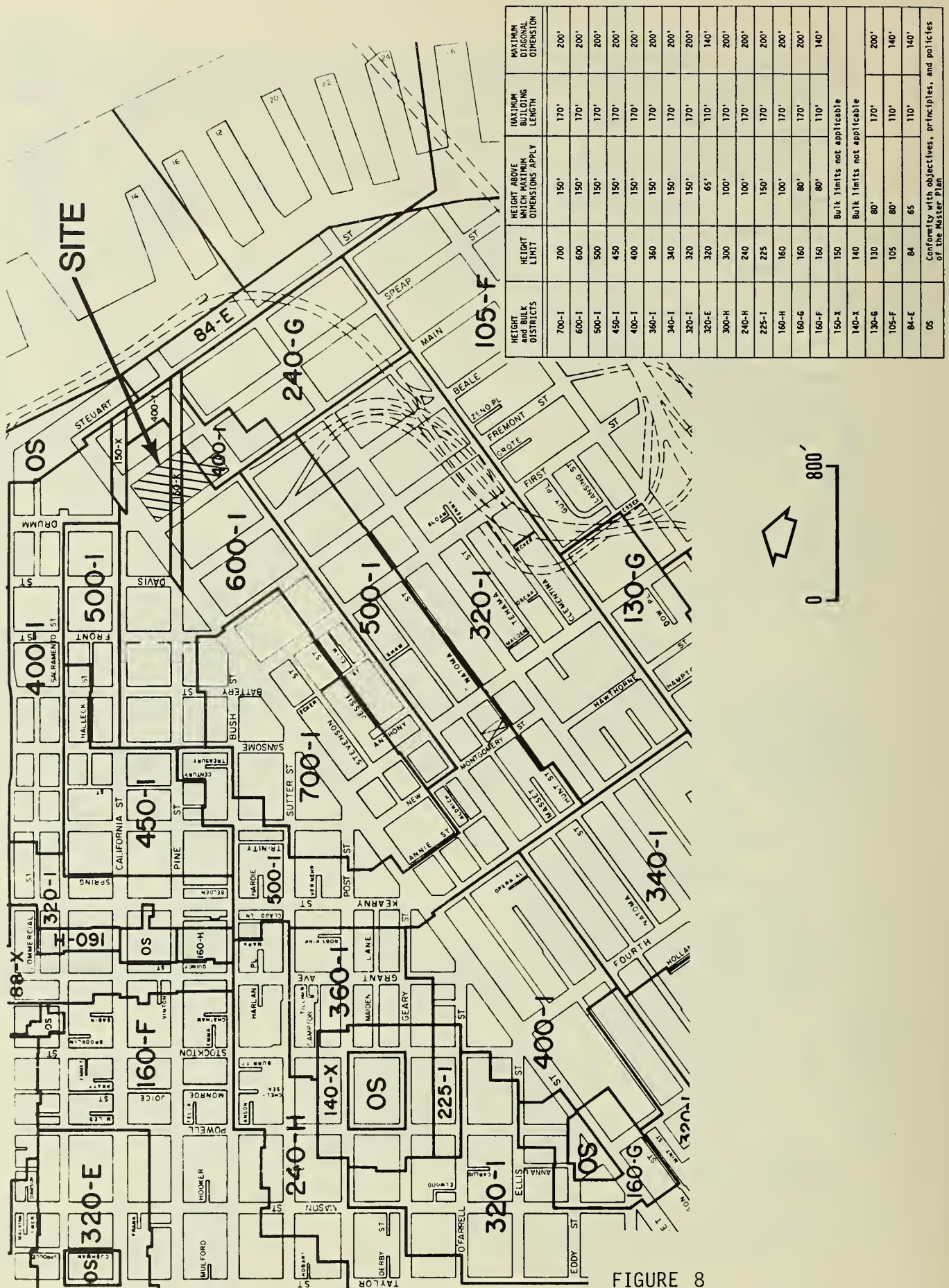


FIGURE 8
EXISTING PLANNING CODE
HEIGHT AND BULK DISTRICTS
ON THE SITE AND VICINITY

III. ENVIRONMENTAL SETTING

- 2) the 400-I Height and Bulk District in which the maximum permitted height is 400 ft. and the maximum permitted bulk is the same as in the 600-I District; this District fronts on Mission St. and has a depth on the site of 137.5 ft.; and
- 3) the 150-X Height and Bulk District in which the maximum permitted height is 150 ft. without limitations on bulk; this District diagonally bisects the 600-I District on the site on the axial line of Pine St. extended. This District was established in 1972, when citywide height limits were adopted, for the purpose of preserving views of the Bay, the Bay Bridge and the East Bay hills from the two north-of-Market streets whose view lines were so extended. The only street other than Pine St. to have such a view line officially established in a Height District is California St.

No off-street parking is required by the City Planning Code in the C-3-0 District and none is proposed except for the 15-year interim use of the corner parcel at Mission and Main Sts. Three off-street loading spaces are required by the Planning Code for the floor area proposed. Six general delivery spaces and eight security spaces would be provided in the proposed plan with access from a private maneuvering and waiting area.

B. CULTURAL AND HISTORIC ASPECTS

- The project site was a part of Yerba Buena Cove, a small bay which provided anchorage for pre-Gold Rush San Francisco. The Gold Rush itself led to the building of new wharves in the cove, pushed out from the shallow waters fronting on the land to the deep water farther out in the cove. By 1852, the Market St. Wharf, which began at First and Market Sts., had been built in the Cove eastward to the current site of the Ferry Building. Ships were moored south of the Wharf, some laid up, others abandoned (see Figure 9). The 1853 U.S. Coast Survey map shows a building on the site, probably built over the water on piling, fronting on Market St. near Main St./1/ By 1869 the entire block had been filled and was almost entirely ringed with buildings fronting on Market, Main, Mission, and Spear Sts./2/

Of the ships known to have anchored and been abandoned on the site, records of the San Francisco Maritime Museum indicate that the brig Galen, which arrived in 1850 from New Bedford, Massachusetts, was later broken up and removed. A second ship, near Main and Mission Sts. was also removed./3/

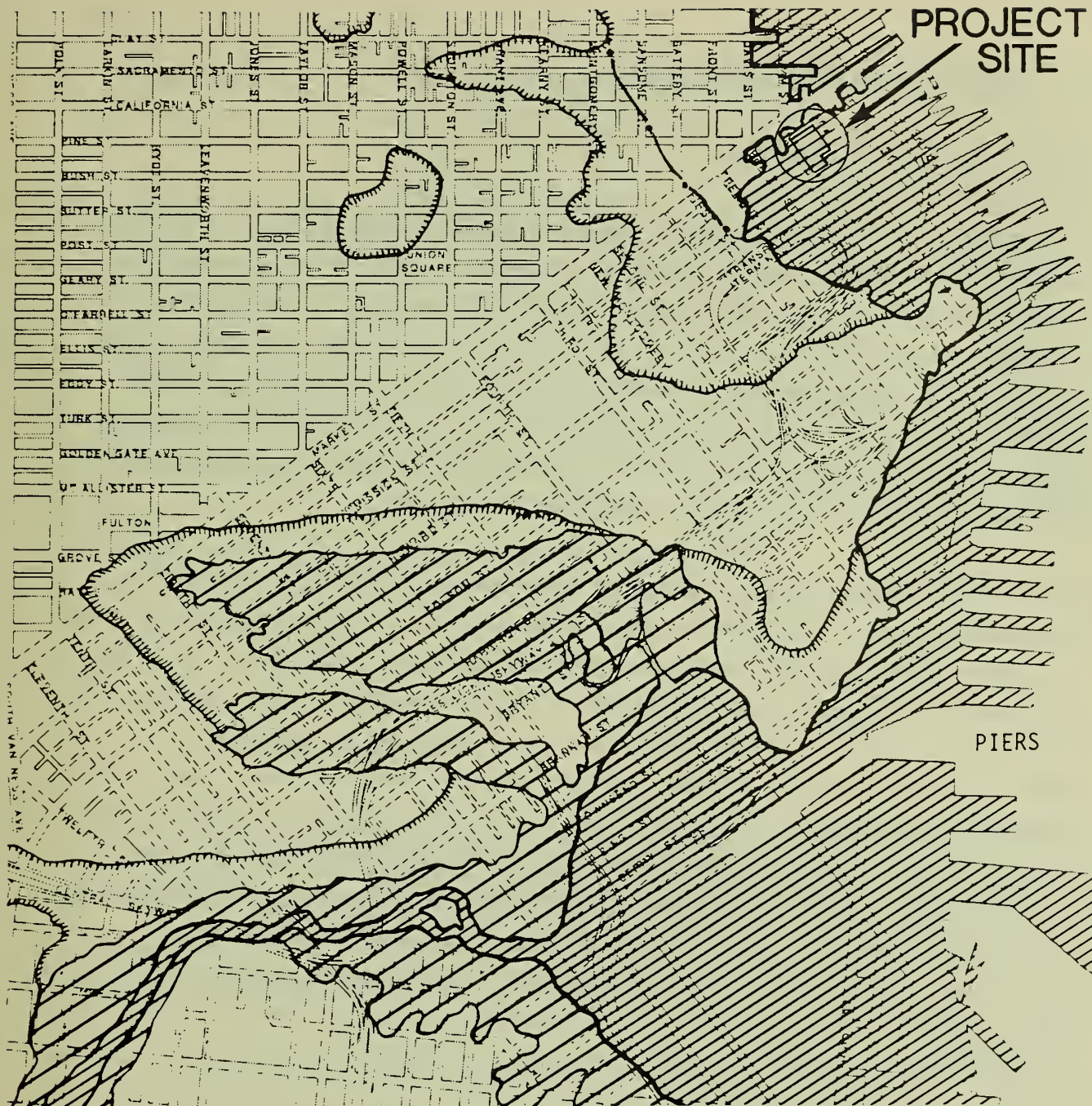
Early buildings on the project site were damaged or destroyed in the 1906 earthquake and fire; rebuilding on the site occurred in the succeeding decade.

No buildings on the project site have been considered for designation as a historic landmark. In the vicinity of the site a two-story brick building at 115 Main St., was recommended, on 24 May 1978, by the San Francisco Landmarks Preservation Advisory Board for designation by the Board of Supervisors as an historic landmark. The Landmarks Board concluded that the building has a significant architectural quality, an association with the mercantile history of the City and possesses some artistic value./4/ At the request of the City Planning Commission, the Board is evaluating, for landmark designation, the Southern Pacific Building, 215 Market St. and 245 Market St./5/

FOOTNOTES - Cultural and Historic Aspects

- /1/ U.S. Coast Survey, 1853, San Francisco.
- /2/ U.S. Coast Survey, 1869, San Francisco.
- /3/ Stephen Canright, Assistant Curator, National Maritime Museum at San Francisco, telephone conversation, 9 June 1978, and Map: "Gold Rush Vessels Beached, Scuttled and Broken Up", copyrighted 1963, San Francisco Maritime Museum.
- /4/ Robert Noelke, Acting Secretary, San Francisco Landmarks Preservation Advisory Board, telephone conversation, 1 June 1978.
- /5/ Edward N. Michael, Former Secretary, San Francisco Landmarks Preservation Advisory Board, telephone conversation, 1 June 1978.

PROJECT
SITE



LEGEND



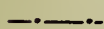
Former bay & creek, now
artificially filled



Former marsh, now artific-
ially filled



Limit of artificial fill on
land areas



1849 Shoreline



1853 Shoreline

0 1800
Feet



FIGURE 9
SHORELINE OF SAN FRANCISCO
IN 1849, 1853, and 1979

Source - Schlocker, J., 1974, Geology
of the San Francisco North Quadrangle
California, Professional Paper 782,
USGS, Washington, D.C.

C. URBAN DESIGN AND VISUAL ASPECTS

MARKET STREET BEAUTIFICATION

The project site and the proposed building front on Market St. The project area on and adjacent to Market St. has undergone a deliberate and designed visual change in the past ten years. Sidewalks have been widened from 22 ft. to 35 ft., paved with red brick, lined with sycamore trees, and embellished with specially designed street furniture and signs. The roadway has been narrowed to 50 ft. At the foot of California St., opposite the project site, Robert Frost Plaza has been created as a red-brick sidewalk terminus for the California St. cable car line, with benches and trees.

- These public improvement actions have occurred concurrently with private development activities (see Section III.A, p. 17). Although the 11-year old, 11-story Matson Building at Mission and Spear Sts. was one of the first new buildings to be built south of Market St. in the vicinity of the project, the project site is the last one fronting on Market St. which contains small-scaled, low-rise buildings dating from the ferry boat era when the Ferry Building at the foot of Market St. was the principal gateway terminal in San Francisco. The six buildings on the site which front on Market St. are of varying heights ranging from two to seven stories and each is of a different architectural style. The site as a whole has the look of urban transition--vacant upper floors in the buildings, temporary parking lots, signs advising of new locations of businesses once housed there--in the midst of new medium- and high-rise buildings and construction activities.

ARCHITECTURAL RESOURCES

- In 1974, 1975, and 1976, the San Francisco Department of City Planning conducted a parcel by parcel, citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians/1/ was consulted by the staff in its final determination of evaluative ratings for the 10,000 buildings which have been entered in an unpublished 60-volume record of the inventory. The record and

III. ENVIRONMENTAL SETTING

maps which identify locations and relative significance are available for public inspection at the Department of City Planning.

The inventory was not an inventory of historic structures. Rather, it was an inventory of buildings that were considered to be architecturally significant from the standpoint of overall design, or particular design features. Contemporary buildings were included as well as some more than 50 years old. Each building was numerically rated as to its overall architectural significance. The ratings ranged from a low of 0 to a high of 5. The buildings were also separately classified by style. Finally, each structure received a summary rating based on the first two codes as well as on its environmental and urban design setting, which also ranged from 0 to 5. Thus each building included in the inventory was coded by its architectural significance, its style, and its overall environmental significance. Buildings receiving a summary rating of 2 or higher were considered to be "the best architecture in San Francisco as of 1976." /2/ The buildings in the inventory represent the top 10% of the total building stock in San Francisco. Buildings rated 3 and above are in the top 2% of the City's architecture.

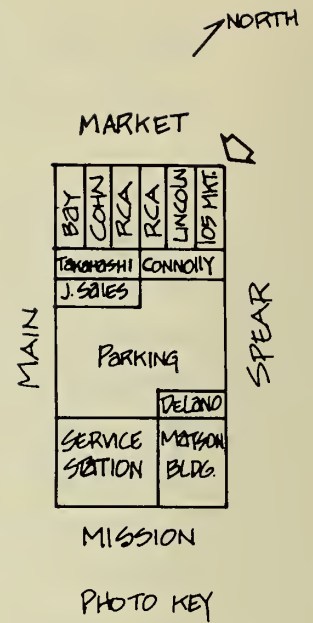
The existing Federal Reserve Bank, located in Assessor's Block 229, was rated 1-D1-1; D1 indicates a Beaux Arts, Neoclassic, or later Greek Revival building in a "classical root" style. The Eastman Kodak building at 241 Battery St., which is also presently occupied by the Federal Reserve Bank, was rated 0-D4-0; D4 indicates a Romanesque building in a "classical root" style.

In Assessor's Block 3712, which includes the project site, three buildings were included in the inventory (see Figure 10). The five-story building at the corner of Market and Spear Sts. (101 and 105 Market) was rated 2-U7-2; U7 indicates a "classical root" style with "vernacular variations". The two-story, 23-foot-wide De Lano Building at 70 Spear St. (Parcel 7) was rated 1-F1-1; F1 indicates a commercial or utilitarian building in "modern root" style. The 11-story Matson Building at Mission and Spear Sts. was rated as 1-F8-1; F8 indicates a "modern root" style with "related variations". /3/ No other buildings on the project site were included in the inventory.



105 Market Bldg. Lincoln Hotel Bldg. RCA Bldg. Cohn Bldg. Bay Bldg.

MARKET ST. FRONTAGE



Bay Bldg. Takahashi Bldg. Jacob Sales Bldg.

MAIN ST. FRONTAGE

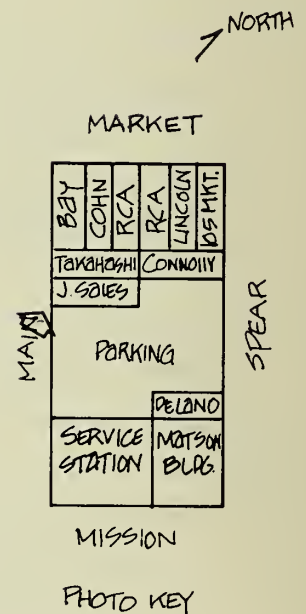
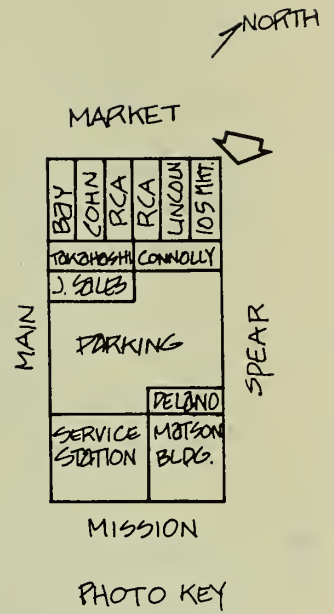


FIGURE 10a EXISTING BUILDINGS
ON THE PROJECT SITE



Matson Bldg. DeLano Bldg. Connolly Bldg.

105 Market Bldg.



DeLano Bldg.
(70 Spear St.)

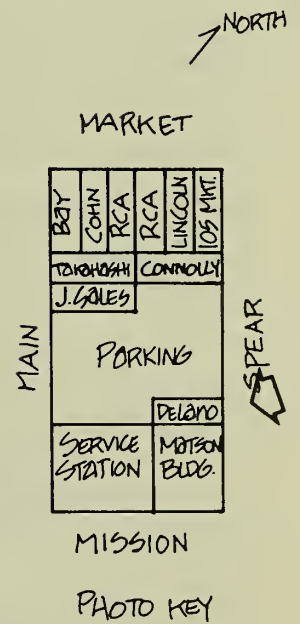


FIGURE 10b EXISTING BUILDINGS
ON THE PROJECT SITE
CONTINUED

III. ENVIRONMENTAL SETTING

In the vicinity of the project site the Southern Pacific Building was rated 3-D1-4; the D1 rating indicates a classical root style in the Beaux Arts or neoclassic tradition. Both 215 Market St. and 245 Market St. were rated 3-D3-4; D3 indicates a "renaissance classical root" style. All three buildings were rated higher (4) for their environmental and urban design setting than for their intrinsic architectural merit (3). Other nearby buildings in the inventory are the Hyatt Regency Hotel which is opposite the site on the north side of Market St. This building has a 3-F7-3 rating; F7 indicates a "structural exhibitionist" modern root style. The Ferry Building at the foot of Market St. was rated 4-D4-5, which is the highest value rating in the area; D4 indicates a Romanesque classical root style.

- The urban design purpose is to guide the design of new construction which would affect the setting or visual environment of such buildings so as to minimize any harmful effects. Groupings of such outstanding architecture, such as the Southern Pacific Building and 215 and 245 Market St., were considered by the inventory team to merit particularly sensitive design consideration when new buildings are built within such an area./2/
- The Foundation for San Francisco's Architectural Heritage, through its consultants Charles Hall Page & Associates, has also completed a recent, and as yet unpublished, architectural and historical survey of all downtown buildings./4/ Most buildings surveyed were scored according to four categories of criteria: Architectural Significance, Historical-Cultural Significance; Environmental Significance and Negative Alterations. Summary Ratings from A to D were then assigned to each building on the basis of these scores. The Heritage survey did not extend south of parcels fronting on Market St.

The existing Federal Reserve Bank, the Eastman Kodak Building at 241 Battery St., also occupied by the Bank, and the 105 Market Building at the project site, received ratings of B in this survey. The B rating indicates an "important landmark of National Register Quality . . . eligible for the State Inventory (of Architectural Resources) and possibly City Landmark Status." The building at 105 Market St. is described as follows:

III. ENVIRONMENTAL SETTING

"A 1902 building which was widely admired for its survival of the earthquake. Damage was largely confined to the brick walls, while the foundation, innovative concrete floor design, and steel frame were unharmed. Designed by a firm, both of whose members were important pre-fire era designers. Only a few of Herman Barth's once numerous downtown designs survive. Although essentially a two part vertical block, the composition here is more complex than most, with a successful integration of larger and smaller orders. Rich terra cotta ornamentation, particularly in the spandrels, pier capitals, and in the frieze, is derived from Renaissance/Baroque sources."

At the project site, the Bay Building at 9-23 Main St., the Lincoln Hotel Building at 115-121 Market St., and the building at 125-131 Market St. received ratings of C. The C rating indicates "resources which have some merit and strength of identity", which may be considered "background buildings" and "important elements of the urban fabric which support the character and setting of more significant resources". Also at the project site, the buildings at 139 and 149 Market St. received ratings of D, which identifies "buildings of no particular cultural or design merit with little historical significance". None of the other buildings presently occupied by the Bank or located at the project site were rated in the survey.

The Southern Pacific Building and the Ferry Building are the only buildings in the vicinity of the site which are noted in Here Today, the 1968 catalogue of architecturally outstanding San Francisco buildings built before 1920./5/ In addition to those two, 245 Market St.--the PG&E Building--is included in A Guide to Architecture in San Francisco and Northern California./6/

FOOTNOTES - Urban Design

/1/ Members included John Beach, Architectural Historian; Michael Corbett, Architectural Historian; John Frisbee, Regional Director, National Trust for Historic Preservation; Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board; James Ream, Architect; Judy Waldhorn, Architectural Historian; Francis Whisler, Architect; Sally Woodbridge, Architectural Historian; William Coburn, Architect; Robert Hersey, Architect; Al Lanier, Architect.

/2/ San Francisco Department of City Planning, explanatory descriptions on file with the 1976 Architectural Inventory.

/3/ R. Hedman, San Francisco Department of City Planning, 1 June 1978, personal communication, and Map titled 1976 Architectural Inventory, San Francisco Department of City Planning.

III. ENVIRONMENTAL SETTING

/4/ The Foundation for San Francisco's Architectural Heritage, 1978, The San Francisco Historic Resources Inventory (unpublished).

/5/ Olmsted, Roger, and T.H. Watkin, 1968, Here Today, San Francisco's Architectural Heritage, Junior League of San Francisco.

/6/ Gebhard, David, et al., 1973, A Guide to Architecture in San Francisco and Northern California, Peregrine Smith Inc., Santa Barbara.

D. COMMUNITY SERVICES AND UTILITIES

City fire protection services are provided by the San Francisco Fire Department. Figure 11 shows the fire stations which are closest to the project site. Hydrants connected to the City's domestic low-pressure water system are adequate in the area and the Fire Department's auxiliary high-pressure water system surrounds the block in which the site is located.

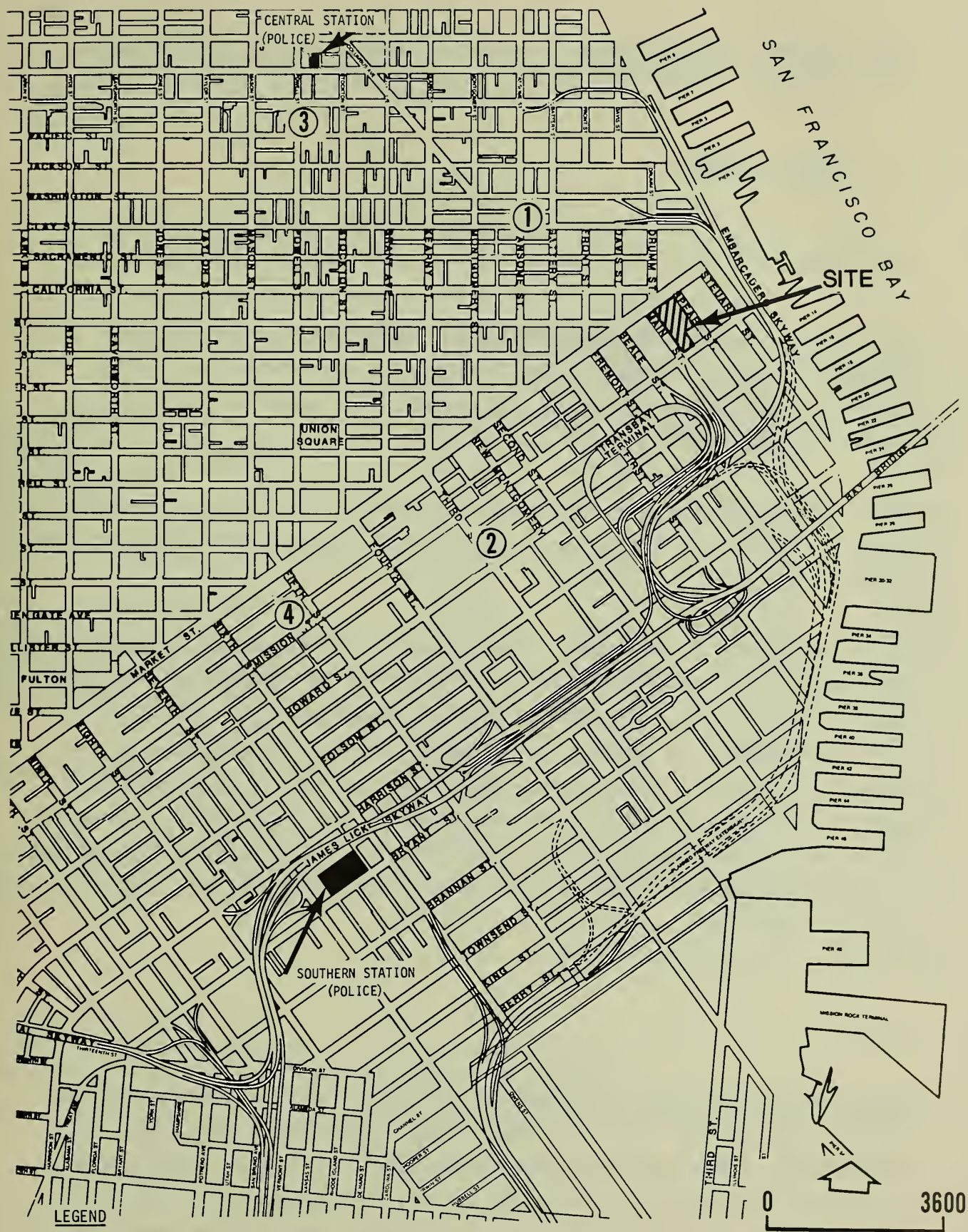
Combined storm and sanitary sewer service is provided to the project site by the San Francisco Department of Public Works. The site is presently served by recently upgraded mains on Market St., Main St., and Spear St.; the main on Mission St. is scheduled for upgrading before 1981.

The North Point Water Pollution Control Plant presently receives dry-weather flows from the area in the vicinity of the proposed project. However, City treatment plants presently are not designed to handle storm flows resulting from rainfall in excess of approximately 0.02 in. per hour. These excess storm flows bypass City treatment plants and discharge directly into the Bay and Ocean. Municipal projects are currently under design and construction to reduce these overflows./1/

Wet and dry solid wastes from the site are collected under separate contracts by scavengers, hog feeders, and paper companies./2/

FOOTNOTES - Community Services and Utilities

/1/ T.F. Landers, Division Engineer, Wastewater Flow Control Division, letter communication, 20 June 1978.



- LEGEND
- ① ENGINE NO. 13, TRUCK NO. 13
 - ② ENGINE NO. 35
 - ③ ENGINE NO. 2, TRUCK NO. 2
 - ④ RESCUE SQUAD NO. 1

FIGURE 11
FIRE STATIONS
SERVING THE
PROJECT SITE

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/2/ P. Dobson, Senior Industrial Engineer, Federal Reserve Bank, telephone communication, 8 February 1979.

E. ECONOMIC ASPECTS

EMPLOYMENT

The Federal Reserve Bank currently employs approximately 900 employees in the existing main bank building at 400 Sansome St., the neighboring service building at 241 Battery St., and the leased office space in the Insurance Center Building at 450 Sansome St.

The combined employment of all tenant businesses occupying the proposed project site in mid-1978 was approximately 430 (see Section IV.F, Relocation, p. 68).

It is the policy of the Federal Reserve Bank of San Francisco to extend equal employment opportunity to all persons, regardless of race, color, religion, sex, national origin, or mental or physical handicaps. This policy of non-discrimination is intended to encompass all aspects of employment and personnel policy including hiring, promotions, transfers, rates of pay, educational assistance, bank-sponsored training and recreational programs./1/ The policy is implemented through an Affirmative Action Program that applies to the Federal Reserve Bank, as well as to its contractors and subcontractors./2/

FISCAL

Under Section 7 of the U.S. Federal Reserve Act, Federal Reserve Banks are exempt from federal, state, and local taxes, except taxes upon real estate./3/ In San Francisco, these taxes totalled slightly more than \$1 million in the fiscal year 1977-1978 for both the present facilities at 400 Sansome St. and for the proposed site of the project (see Table 1). The

III. ENVIRONMENTAL SETTING

hypothetical distribution of these revenues according to the budget allocations of the City and County of San Francisco for 1977-1978 is shown in Figure 12, p. 35.

TABLE 1: COUNTY APPRAISED VALUATION OF REAL PROPERTY OWNED BY THE FEDERAL RESERVE BANK OF SAN FRANCISCO AND REAL PROPERTY TAXES PAID IN 1977-1978

	APPRAISED VALUATION*			REAL PROPERTY TAXES PAID**
	Land	Real Property Improvements	Total	
Existing FRB (400 Sansome)	\$ 2,169,000	\$ 9,100,000	\$11,269,000	\$ 329,618
Service Building (241 Battery)	837,000	692,000	1,529,000	44,723
Parking Area (Commercial and Battery)	1,000,000	10,000	1,010,000	29,542
Proposed Site				
105 Market Building	882,300	88,300	970,600	28,390
Lincoln Hotel (115 Market)	882,300	50,000	932,300	27,270
RCA Building (127 Market)	882,300	1,000	883,300	25,837
(135 Market)	870,700	1,209,500	2,080,200	60,846
Cohn Building (149 Market)	893,900	161,500	1,055,400	30,870
Bay Building (9 Main)	882,300	106,000	988,300	28,908
Takahashi Building (25 Main)	508,000	122,200	630,200	18,433
Jacob Sales Building (35 Main)	513,500	118,100	631,600	18,474
Metro Parking Lot (43 Main)	620,500	3,200	623,700	18,243
(40 Spear)	1,039,900	6,200	1,046,100	30,598
(46 Spear)	1,770,300	13,300	1,783,600	52,170
Onorato Parking Lot (51 Main)	445,800	4,300	450,100	13,165
(55 Main)	411,600	2,300	413,900	12,107
(59 Main)	405,400	2,200	407,600	11,922
(67 Main)	625,300	4,900	630,200	18,433
Connolly Building (14 Spear)	500,100	130,100	630,200	18,433
Matson Building	1,890,600	4,459,400	6,350,000	185,738
Chevron Station	1,846,400	----	1,846,400	54,720
	\$19,877,200	\$16,284,500	\$36,161,700	\$1,058,440

*Assessed valuation is one-fourth of appraised valuation.

**Based upon tax rate of \$11.70 per \$100 assessed valuation.

SOURCE: Federal Reserve Bank of San Francisco, W.K. Ginter, Assistant Vice President, personal communication, 22 May 1978.

Figure 12: Pro Rata Distribution . . . 1977-78

1/2 page

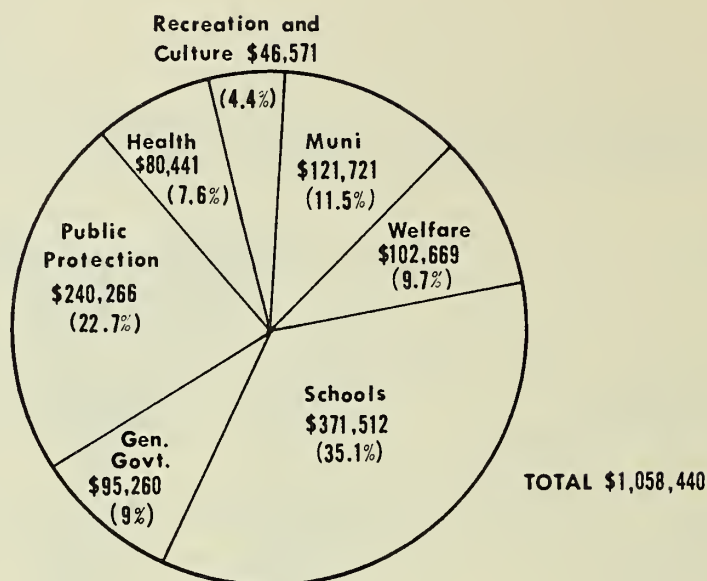


FIGURE 12
ESTIMATED PRO RATA
DISTRIBUTION OF REAL
PROPERTY TAX REVENUES
PAID BY THE FEDERAL
RESERVE BANK OF SAN
FRANCISCO, 1977-1978

Source: Tax Collector, City and
County of San Francisco,
1977-1978 Important Tax
Information, 1977

FOOTNOTES - Economic Aspects

/1/ S. Whitmore, Equal Employment Opportunity Officer, Federal Reserve Bank of San Francisco, memorandum, 22 May 1978.

/2/ Additional information concerning the equal employment opportunity policies and programs of the Federal Reserve Bank is available at the Office of Environmental Review at the Department of City Planning.

/3/ Federal Reserve Act, 12 U.S.C. Sec. 531.

F. TRAFFIC, CIRCULATION AND PARKING

STREET AND FREEWAY SYSTEM

The proposed site of the Federal Reserve Bank is served by a network of local streets and major freeways (see Figure 1, p. 9). Direct access to and from the James Lick Freeway (U.S. 101) and the San Francisco-Oakland Bay Bridge (Interstate 80) is provided by ramps on Mission St. at Main and Beale Sts. The northern extension of the Junipero Serra Freeway (Interstate 280) terminates in the vicinity of Fourth and Berry Sts., 10 blocks from the project site. To the south and west ramps at First, Fremont, Harrison, and Bryant Sts. also serve the San Francisco-Oakland Bay Bridge and the James Lick Freeway.

Local streets serving the project site are Market and Mission Sts. on the north and south respectively and Main and Spear Sts. on the west and east respectively. Market St. functions primarily as a two-way transit street and a major pedestrian way. Mission St. is a two-way, four-lane street with one lane in each direction serving as a transit-preferential diamond lane between 7:00 a.m. and 6:00 p.m. The eastern terminus of the diamond lanes is in the block between Main and Beale Sts. Both Mission and Market Sts. carry electric trolley coach lines to the eastern terminal at Steuart St.; they are both designated as transit preferential streets in the Transportation Plan of the San Francisco Comprehensive Plan./1/ Main St. is one-way northbound and carries four lanes of traffic. On Main St. south of Mission St. the off-ramp from the Bay Bridge and James Lick Freeway provide three travel lanes and Main St. has two travel lanes. At Market St., Main St. forms an offset four-leg intersection with Drumm St. Incident with this intersection is the intersection of California and Drumm Sts. (both two-lane, two-way). California St. carries a double set of cable car tracks through the intersection with Drumm St. to a single track terminal at the Robert Frost Plaza.

Spear St. is one-way southbound with one travel lane and angle parking along the east side of the street as far as Mission St. Beyond Mission St., Spear St. has angle parking on both sides. The intersections of Market and Main

Sts., California and Drumm Sts., Mission and Main Sts., and Mission and Spear Sts. are controlled by traffic signals. The signals operate on a pretimed basis with green time allocations in proportion to peak and off-peak traffic volumes. Left turns from Market St. to Drumm St. are restricted to buses only.

TRANSIT SERVICE

The project site is directly served by San Francisco Municipal Railway motor coach and trolley coach lines operating on Market, Main, and Mission Sts., and by the California St. cable car line. Independent jitneys operate along Mission St.

- Anticipated to begin service in the spring of 1980, the Muni Metro light rail system will operate underground on Market St. Access to the Muni Metro will be via the street level entrances to the subway stations along Market St., including the Embarcadero Station in front of the project site. The Metro will provide service to the Sunset, Parkside, Ocean View, West-of-Twin Peaks, Merced Heights, Ingleside, Eureka Valley, Dolores Heights and Noe Valley areas of San Francisco on the J, K, L, M and N lines.

The Bay Area Rapid Transit District (BART) facilities operate underground below Market St. in this area. The closest access to the BART routes is also at the Embarcadero Station which has street level entrances on Market St. from Beale to Spear Sts. The 75-mile BART system provides service to the Mission and Outer Mission districts and Daly City; and to East Bay communities in parts of Alameda and Contra Costa counties. The Alameda-Contra Costa Transit District (A-C Transit) operates transbay bus service from the East Bay to the Transbay terminal at First and Mission Sts.

The San Mateo County Transit District (SamTrans) operates bus service on Mission St. as far east as the Transbay terminal at First and Mission Sts. The Southern Pacific Railroad provides commuter rail service between San Mateo and Santa Clara counties and the Southern Pacific terminal at Fourth and Townsend Sts. which is served by the No. 32 Muni bus line which runs on The Embarcadero one block from the project site. The Golden Gate Bridge, Highway

III. ENVIRONMENTAL SETTING

and Transportation District (Golden Gate Transit) provides transbay motor coach and ferry service from Marin and Sonoma counties. Two sets of Golden Gate Transit motor coach routes operate in the project area. The Civic Center routes operate along Howard and Folsom Sts. to Main and Fremont Sts. The Financial District routes operate inbound on Battery St. to First and Mission Sts. and outbound on Fremont, Pine, and Sansome Sts. Golden Gate Transit ferry service is provided between Larkspur and Sausalito and the Ferry Building at the east end of Market St. Ferry service from Tiburon to the Ferry Building is provided by Harbor Carriers Inc.

TRAFFIC VOLUMES

Most of the traffic volume data pertaining to the project area are derived from available machine count information developed by the San Francisco Department of Public Works, Traffic Engineering Division. Freeway data were obtained from District 4 of Caltrans. Where Traffic Engineering Division machine counts are not available, surface traffic volume estimates were made based upon intersection turning movement counts made by TJKM, transportation consultants, on 1 and 6 June, 1978 and on 11 January 1979 during the p.m. peak period between 4:30 and 5:30./2/

The traffic volumes range from about 2,500 vehicles per day (vpd) on Spear St. to 14,000 vpd on Mission St. The volumes are shown in Table 2.

The capacities of the intersections were analyzed for the peak period conditions (4:30 - 5:30 p.m.) using the turning movement data shown in Figures 13 and 14, pp. 40 and 41. Analysis using the "critical lane method" of capacity analysis shows the intersections to be operating at Level of Service "C" or better. Levels of Service as defined by the Highway Capacity Manual/3/ are described in Table 3, p. 42. The volume-to-capacity ratios are also shown on Figures 13 and 14, pp. 40 and 41. Capacity has been assumed to be the service volume at Level of Service "C". Ratios smaller than 1.00 indicate better than Level of Service "C" operating conditions. Ratios larger than 1.00 and less than 1.15 indicate operation at Level of Service "D". Ratios larger than 1.15 indicate worse operation.

III. ENVIRONMENTAL SETTING

TABLE 2: ESTIMATED EXISTING VEHICLE VOLUMES IN THE VICINITY OF THE PROJECT
(Two-Way Totals)

<u>Street</u>	<u>Location (between)</u>	<u>Weekday 24-Hour Volume</u>	<u>Weekday P.M. Peak-Hour Volume (4:30-5:30 p.m.)</u>
Main (one-way)	Market & Mission	13,400	1,520 (a.m.)
Beale (one-way)	Market & Mission	8,000	980
Spear (one-way)	Market & Mission	2,560	205
California	Davis & Drumm	8,130	620
Drumm	Sacramento & California	9,140	730
Market	Main & Beale	8,460	680
Mission	Main & Spear	13,700	1,090
James Lick Freeway		177,000	15,900
Embarcadero Freeway		68,000	6,800
San Francisco-Oakland Bay Bridge		190,000	17,000

SOURCES: Caltrans, 1977 Traffic Volumes on California State Highway System; San Francisco Department of Public Works, Traffic Engineering Division, California St. machine count, 13 March 1978; TJKM, Main Spear, Mission & Market St. counts, 1 June and 6 June 1978.

TRANSIT PATRONAGE

Analyses of transit statistics compiled for the Yerba Buena Center Environmental Impact Report/4/ indicate the following conditions currently prevail outbound during the two-hour period from 4:00 to 6:00 p.m.

- The MUNI lines serving the project area are operating between 3 and 71% of capacity during this period.
- BART is operating at approximately 45% of capacity and A-C Transit is operating at 70% of capacity.

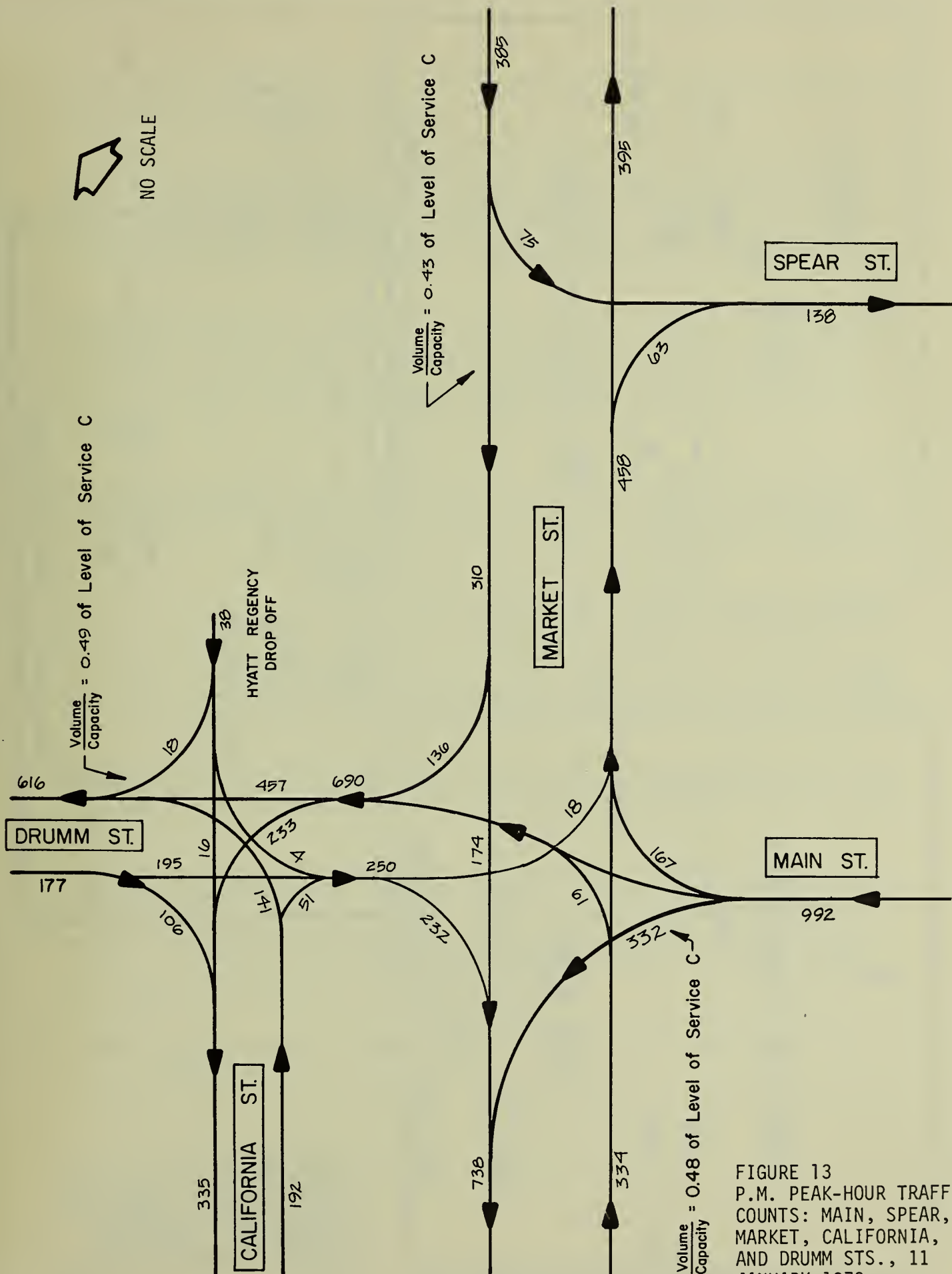


FIGURE 13
P.M. PEAK-HOUR TRAFFIC
COUNTS: MAIN, SPEAR,
MARKET, CALIFORNIA,
AND DRUMM STS., 11
JANUARY 1979

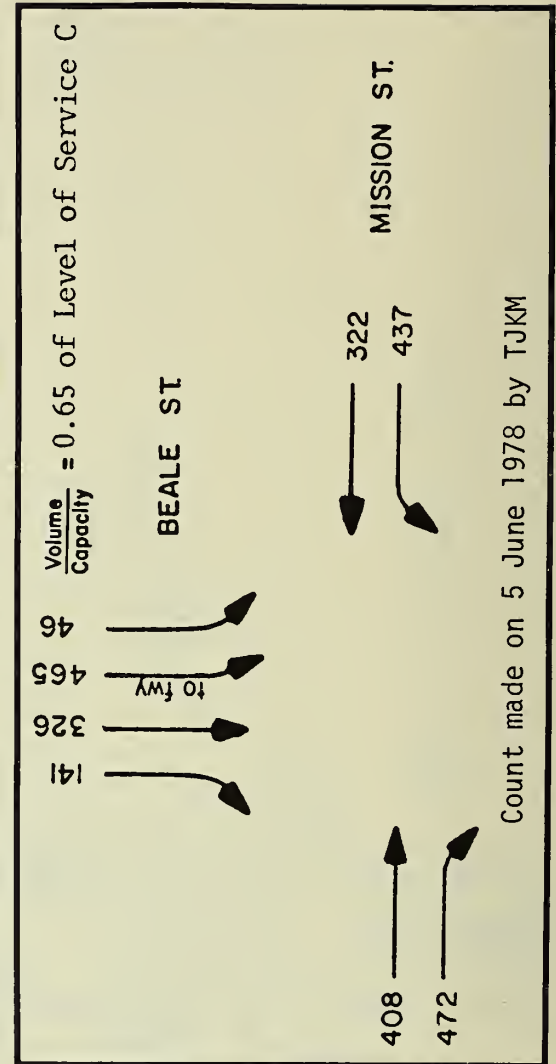
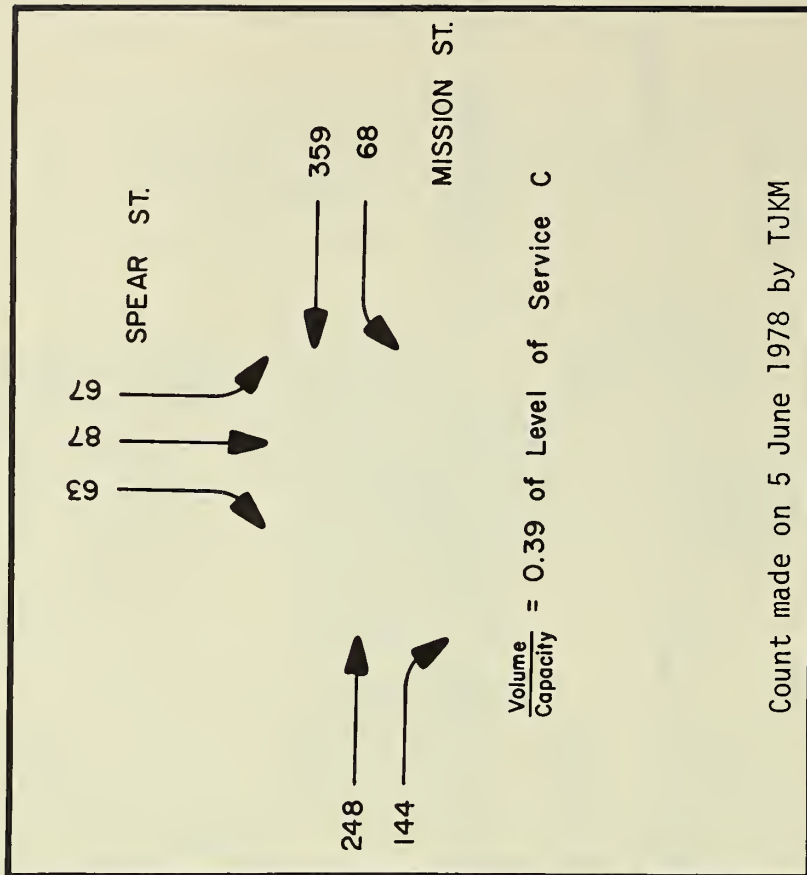
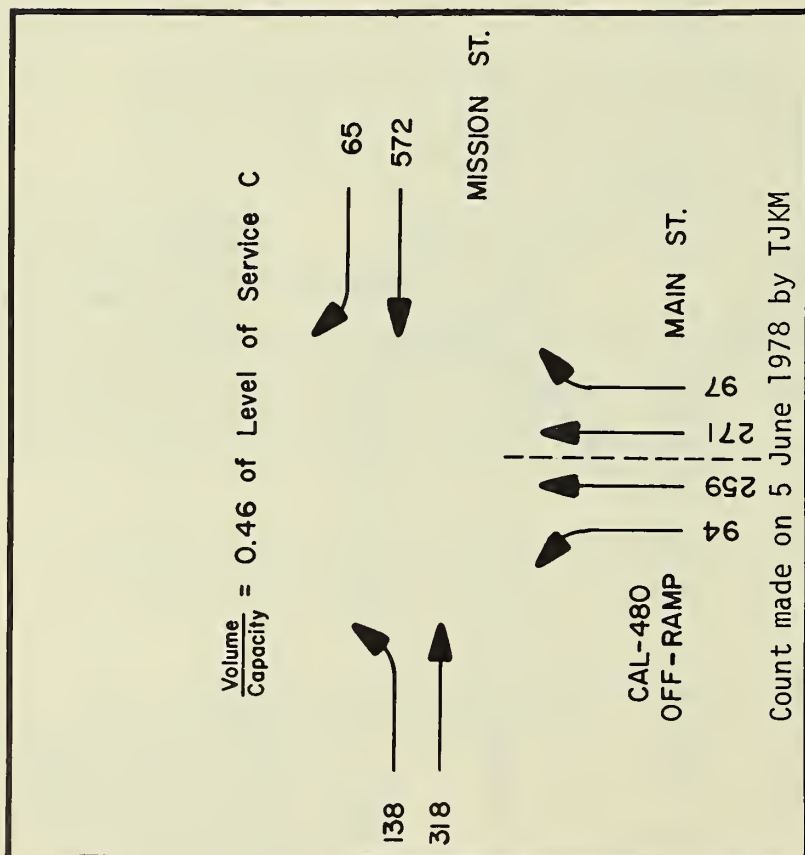


FIGURE 14
P.M. PEAK-HOUR INTERSECTION
TRAFFIC COUNTS: SPEAR AND
MISSION STS.; MAIN AND
MISSION STS., AND FREEWAY
OFF-RAMP; BEALE AND MISSION
STs.

TABLE 3: LEVELS OF TRAFFIC SERVICE

Level of Service A describes a condition of free flow, with low volumes and high speeds. Traffic density is low, with speeds controlled by driver desires, speed limits, and physical roadway conditions. There is little or no restriction in maneuverability due to the presence of other vehicles, and drivers can maintain their desired speeds with little or no delay.

Level of Service B is in the zone of stable flow, with operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speed and lane of operation. Reductions in speed are not unreasonable, with a low probability of traffic flow being restricted. The lower limit (lowest speed, highest volume) of this level of service has been associated with service volumes used in the design of rural highways.

Level of Service C is still in the zone of stable flow, but speeds and maneuverability are more closely controlled by the higher volumes. Most of the drivers are restricted in their freedom to select their own speed, change lanes, or pass. A relatively satisfactory operating speed is still obtained, with service volumes perhaps suitable for urban practice.

Level of Service D approaches unstable flow, with tolerable operating speeds being maintained though considerably affected by changes in operating conditions. Fluctuations in volume and temporary restrictions to flow may cause substantial drops in operating speeds. Drivers have little freedom to maneuver, and comfort and convenience are low, but conditions can be tolerated for short periods of time.

Level of Service E cannot be described by speed alone, but represents operations at even lower operating speeds than in Level D, with volumes at or near the capacity of the highway. Flow is unstable, and there may be stoppages of momentary duration.

Level of Service F describes forced flow operation at low speeds, where volumes are below capacity. These conditions usually result from queues of vehicles backing up from a restriction downstream. The section under study will be servicing as a storage area during parts or all of the peak hour. Speeds are reduced substantially and stoppages may occur for short or long periods of time because of downstream congestion. In the extreme, both speed and volume can drop to zero.

SOURCE: Highway Capacity Manual, 1965, Highway Research Board Special Report 87.

III. ENVIRONMENTAL SETTING

- SamTrans and Southern Pacific are operating at approximately 60% of capacity during this period.
- Golden Gate Transit buses are operating at approximately 60% of capacity and the Golden Gate Transit ferries are operating at 40% of capacity.
- The Tiburon ferry is operating at 45% of capacity during this period.

The capacity values used for these analyses are two-hour capacities (total seats available in a two-hour period); consequently, the conditions shown above are average conditions and do not indicate the intensity of peaking experienced by each traffic system. Field observations indicate that most of the systems are operating at capacity for a period of five to 15 minutes during the peak two hours and are near to capacity for a period of 30 to 45 minutes during the two hours.

PEDESTRIAN FLOWS

Observations of the pedestrian activity in the project area which were made for this report indicate that Market St. is carrying high pedestrian volumes (500 pedestrians per hour) during the noontime and afternoon shopping peak periods (12 noon to 3:00 p.m.). California, Drumm (on the west side) and Main Sts. carry moderately high pedestrian volumes (200 to 500 pedestrians per hour) during the same period. Evening peak pedestrian movements are directed toward transit facilities and parking and result in moderately high volumes on Main and Mission Sts. and very high volumes (over 500 per hour) on Market St.

PARKING AVAILABILITY

The most recent study of parking in the Downtown area was made in 1975 by the San Francisco Department of Public Works. For this report, a parking occupancy study was made in the area surrounding the project site on the afternoons of Monday, 1 June and Friday, 5 June 1978. The study area was bounded by Folsom, First, Battery and Washington Sts. and The Embarcadero. A total of 7,100 long-term off-street parking spaces in commercial (publicly

III. ENVIRONMENTAL SETTING

available) facilities are within the study area. Analysis of the occupancy data shows that 675 spaces are vacant on a daily basis. This results in an occupancy rate of approximately 90%.

Analysis of the location of the vacant spaces indicates that approximately 27% of the vacant spaces are south of Market St. and 73% of the spaces are north of Market St. Four percent of the vacant spaces are available for \$1 to \$2 per day (\$20 to \$45 per month), 27% of the spaces are available for \$2 to \$3 per day (\$45 to \$65 per month) and 69% of the spaces cost more than \$3 per day (more than \$65 per month). The existing lot on the project site has 260 spaces with 225 spaces being used on a daily basis (87% occupancy).

FOOTNOTES - Traffic, Circulation and Parking

/1/ San Francisco Comprehensive Plan, Transportation Element, 27 April 1972, City Planning Commission Resolution 6834. A transit preferential street is one where priority is given to transit vehicles over automobiles.

/2/ The evening peak is more concentrated than the morning peak and has generally the highest hourly volumes.

/3/ Highway Research Board, 1965, Highway Capacity Manual, Special Report 87, National Academy of Sciences.

/4/ San Francisco City Planning Commission and San Francisco Redevelopment Agency, April 1978, Final Environmental Impact Report, Yerba Buena Center, Volume 1, Tables 14-16.

G. CLIMATE AND AIR QUALITY

Meteorological characteristics such as wind patterns and thermal inversions determine the movement and dispersion of air pollutants.

Northwesterly and westerly winds are the most frequent and the strongest winds at all seasons in San Francisco. (In meteorology, a northwest wind blows from the northwest.) Wind frequencies and speeds are highest in the summer.

Northwest winds occur from 11% to 39% of the time, exceeding 13 miles per hour (mph) 35% of the time and 25 mph 3% of the time. West winds occur from 15% to 40% of the time, exceeding 13 mph 29% of the time and 25 mph 7% of the time.

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Thermal inversions are atmospheric conditions that trap pollutants in a layer near the ground./1/ Subsidence inversions, which may last for several days, occur 85% of the time from May through October, and 50% of the time during the rest of the year. Radiation inversions, which form at night and usually dissipate by noon, occur 60% of the time from October through February, and 20% of the time during the remainder of the year.

The Bay Area Air Quality Management District (BAAQMD, formerly the Bay Area Air Pollution Control District, BAAPCD) operates two air quality monitoring stations in San Francisco. The station closest to the site is located at 939 Ellis Street, approximately two miles to the west. A three-year summary of the data collected at this station and the corresponding air quality standards appears in Table 4. This station is located on the roof of the nine-story building. While measurements there give a picture of daily, seasonal and annual meteorological and air quality trends, it is not clear how well the measurements represent conditions at street level near the station, or elsewhere in the City.

San Francisco air quality, in general, is the highest of all developed portions of the Bay Area. The prevailing westerly winds tend to carry pollutants from the City to the East Bay. Much of the City is generally upwind of major pollutant sources such as industrial areas, airports, freeways, and other urban activities. San Francisco is more a contributor to its own air quality problems and those in other parts of the Bay Area than a recipient of pollutants from other areas. Light-variable (calm) wind conditions, which occur approximately 25% of the time on an annual basis, lead to stagnation in the airshed, most commonly in the fall and winter months. At such times the potential exists for the entire Bay Area to experience high concentrations of pollutants.

Pollutant concentrations and violations of air quality standards in 1977 were markedly reduced over those in 1976 and 1975, but preliminary indications are that this trend did not continue in 1978. Annual variations are due to a combination of meteorological factors and pollutant emissions. Although emissions have been decreasing and are expected to continue to do so in the

III. ENVIRONMENTAL SETTING

TABLE 4: SAN FRANCISCO AIR POLLUTANT SUMMARY 1975-1977

STATION: 939 Ellis Street, San Francisco				
<u>POLLUTANT</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	
OZONE (O ₃) (Oxidant)				
1 hour concentration (ppm)*				
Federal Standard: 0.08 ppm				
Highest hourly average	0.05	0.13		0.05
Number of violations of standard	0	2		0
CARBON MONOXIDE (CO)				
1 hour concentration (ppm)				
Federal Standard: 35 ppm				
Highest hourly average	31	22		16
Number of violations of standard	0	0		0
8 hour concentration (ppm)				
Federal Standard: 9 ppm				
Highest 8-hour average	12.9	11.0		8.9
Number of violations of standard	3	4		0
NITROGEN DIOXIDE (NO ₂)				
1 hour concentration (ppm)				
California Standard: 0.25 ppm				
Highest hourly average	0.23	0.25		0.21
Number of violations of standard	0	1		0
SULFUR DIOXIDE (SO ₂)				
24 hour concentration (ppm)				
California Standard: 0.05 ppm**				
Highest 24-hour average	0.042	0.053		0.035
Number of violations of standard***	0	1		0
SUSPENDED PARTICULATES (SP)				
24 hour concentration (ug/m ³)+				
California Standard: 100 ug/m ³				
Highest 24-hour average	113	136		105
Number of violations of standard***	3	8		1
Annual concentration (ug/m ³)				
California Standard: 60 ug/m ³				
Annual Geometric Mean	49	51		41
Number of violations of standard++	0	0		0

*ppm: parts per million.

**The SO₂ standard is considered to be violated only if there is a concurrent violation of the ozone (oxidant) and/or the suspended particulate standard at the same station.

***Number of observed days (measurements taken approximately once every six days in 1977; once every three days in 1976 and 1975).

+ug/m³: micrograms per cubic meter.

++Annual violation: either 0 or 1.

SOURCE: Bay Area Air Quality Management District (BAAQMD, formerly BAAPCD), Contaminant and Weather Summaries, 1975-77.

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near future, adverse meteorological conditions have offset this in 1978. Violations of the ozone, carbon monoxide, nitrogen dioxide, and particulate standards have occurred.

FOOTNOTE - Climate and Air Quality

/1/ A thermal inversion is an atmospheric condition wherein air temperature is higher at higher altitudes. Under normal conditions, air may flow freely upward; in a thermal inversion the air is trapped due to the inverted temperature structure. This stabilization of air prevents vertical mixing and dispersion of pollutants, thus concentrating them in a layer of variable depth near the ground. High-altitude subsidence inversions are caused by warm descending air in a high-pressure cell. Low-altitude radiation inversions are caused by radiation of heat from the earth's surface into cold nighttime air.

H. NOISE

The noise environment of the proposed Federal Reserve Bank site is dominated by traffic noise emanating from Market, Mission, Main and Spear Sts. Trucks, buses, automobiles, and emergency vehicles are the major contributors. The noise level at the site varies directly with the amount of traffic activity, with noise levels being higher during the day than the night. To account for the variation of noise levels throughout the day, and for people's increased sensitivity to noise during the night, the single number noise-rating term called the L_{dn} (day-night average noise level) is commonly used./1/ The Plan for Transportation Noise Control of the Environmental Protection Element of the Comprehensive Plan of the City and County of San Francisco contains a map showing the L_{dn} noise levels along the major thoroughfares in San Francisco./2/ The existing noise levels near the proposed site are shown on the map to be as follows:

Street	L_{dn} 50 Feet from Center of Street
Mission St.	75
Market St.	70
Main St.	70
Spear St.	65

These levels are typical of the Downtown office district of San Francisco.

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Construction noise in the City and County of San Francisco is regulated by the Noise Ordinance, No. 274-72./3/ The ordinance requires that all powered construction equipment, except impact tools, not emit more than 80 dBA/4/ when measured at 100 feet. Impact tools and equipment, including pavement breakers, jackhammers, and piledrivers, must be both intake and exhaust muffled to the satisfaction of the Director of Public Works. The ordinance further requires a special permit for construction after 8 p.m. and before 7 a.m.

FOOTNOTES - Noise

/1/ A complete discussion of fundamental acoustical concepts is on file at the Department of City Planning, Office of Environmental Review.

/2/ Comprehensive Plan, Environmental Protection Element, adopted by City Planning Commission Resolution No. 7244, 19 September 1974, p. 19.

/3/ San Francisco Municipal Code, Part II, Chapter VIII, Section 1, Article 29.

/4/ dBA are decibels, the standard measure of noise, corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels. The decibel is a physical, logarithmic unit of loudness.

I. ENERGY

ELECTRICITY AND GAS

The Pacific Gas and Electric Company furnishes electricity and natural gas in the City of San Francisco. The Federal Reserve Bank Building at 400 Sansome St. presently uses 4.5 million kilowatt hours (KWH) of electricity and 18.2 million cu. ft. of natural gas per year. Figures are not available for the leased space occupied at 450 Sansome St.

III. ENVIRONMENTAL SETTING

J. GEOLOGY AND HYDROLOGY

The almost level project site is at an elevation of -0.48 to +0.32 ft., City of San Francisco Datum, which corresponds to 8.1 to 8.9 ft. above mean sea level (MSL). Bedrock consists of the Franciscan assemblage of well consolidated igneous, sedimentary, and metamorphic rocks that are deformed by ancient folding, faulting and fracturing. Six new borings to depths of -150 to -210 ft. below the San Francisco Datum have been completed. These borings together with 19 recorded borings on adjacent blocks and parcels, have enabled an evaluation of the subsurface geology to be made as follows:/1/

0 to -20 ft.	Fill; brown silty sand with occasional concrete, brick, wood and gravel fragments, and some decayed organic matter. The one-level basement of the proposed project would extend to about -25 ft.
-20 to -90 ft.	Bay mud; gray brown silty clay with some shell fragments and decayed marsh vegetation.
-90 to -100 ft.	Sandy clay.
-100 to -200 ft.	Old bay clay; very stiff grey silty clay with occasional sand lenses, shells and decayed vegetation. The bottom of the piles for the new structure are planned to reach -130 ft.

The seismic safety investigation made for the City in 1974 has classified this general area as one containing a subsidence hazard./2/ The fill in the project area has subsided an average of nine ft. since the 1850s./3/ Most of the expected settlement has already taken place./4/

Approximately nine miles east of the project is the active Hayward Fault/5/ and ten miles west is the active San Andreas Fault. Either of these large fault zones are likely to be sites of earthquakes that would register a magnitude of seven or greater on the Richter scale./6/ Strong ground shaking could continue for up to 40 seconds./2/ This portion of San Francisco is particularly susceptible to ground motions from earthquakes because it is in an area of surficial fill and unconsolidated sediments such as bay mud. No faults occur on the site. An inactive fault 900 ft. long is located

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approximately 2,000 ft. to the southwest./2/ The project site is not in an area of landslide hazards but is in an area of major potential liquefaction hazard./7/

There is a perpetual possibility of damage to portions of the San Francisco waterfront from seismic sea waves, known as tsunamis or earthquake-tidal waves. The historic occurrence of such waves in San Francisco Bay has been light to moderate. Studies by the U.S. Army Corps of Engineers estimate that the maximum vertical tsunami wave height along the shore nearest the site would be +5.5 ft. MSL in a once-in-100-years occurrence and +9.7 ft. MSL in a once-in-500-years occurrence./8/

Few data are available concerning the groundwater and water quality on the site. Stormwater runoff drains into a combined storm drain and sanitary sewer system. The groundwater table is likely to be between -15 and -30 ft. MSL.

FOOTNOTES - Geology and Hydrology

/1/ Dames and Moore, Preliminary Subsurface Data, Federal Reserve Building Site, San Francisco, Letter from Roy Bell, Project Engineer, 26 May 1978, and diagrams to Environmental Science Associates on file at the Department of City Planning, Office of Environmental Review. Survey information by Orville LeNoue, Land Surveyor, L.S. 3783, telephone conversation, 22 May 1978.

/2/ Blume, John A., 1974, San Francisco Seismic Safety Investigation; Report to the Department of City Planning, City of San Francisco.

/3/ Subsidence is an uneven local settlement of the ground surface that can be activated by earthquake-induced ground motion or by the placement of heavy buildings.

/4/ Goldman, H., 1969, Geological and Engineering Aspects of San Francisco Bay Fill; California Division of Mines and Geology, Special Report 97, San Francisco, and Department of City Planning, 1977, Environmental Impact Report, Mission-Embarcadero Parking Structure, EE 76.90.

/5/ An active fault is defined as one that has shown surface displacement within the last 10,000 years.

/6/ The Richter magnitude is a measure of the total energy released by an earthquake. The 1906 San Francisco tremor had a Richter magnitude of 8.3.

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/7/ Liquefaction is the process whereby loose, sandy and silty sediment that is saturated with water undergoes compaction as a result of vibrations that are usually caused by earthquakes. This compaction can lower the ground surface a few feet and hence disrupt building foundations, sidewalks, and underground utility lines.

/8/ Garcia, A. and J. Houston, 1975, Type 16 Flood Insurance Study - Tsunamic Predictions for Monterey and San Francisco Bays and Puget Sound, Report to the U.S. Army Corps of Engineers, Vicksburg, Mississippi.

IV. ENVIRONMENTAL IMPACTS OF THE PROPOSED PROJECT

A. LAND USE AND ZONING

The proposed use of the project site as the headquarters of the 12th District of the Federal Reserve Bank would comply with the general objectives of the Comprehensive Plan and with the specifically enunciated statement in Section 210.3 of the City Planning Code that the C-3-0, Downtown Office District, is "playing a leading national role in finance, corporate headquarters and service industries, and serving as an employment center for the region. . . . Unrelated uses (are) excluded in order to conserve the supply of land in the core and its expansion areas for further development of major office buildings."

The proposed project would not comply with two provisions of the City Planning Code. The first provision which is not met is the limitation of building length to 170 ft. above the 150-ft. elevation. The proposed building would exceed this because it would extend along the full width of the site, i.e., 275 ft., up to a height of 195 ft. This is proposed by the project architects on the basis of urban design considerations which would relate the proposed building to those immediately adjacent to it in the blocks to the east and to the west (see Section IV.C, p. 54, for a discussion of the visual and urban design impacts). An exception to the bulk requirement of the Planning Code pertaining to length would be sought from the City Planning Commission under the terms of Section 271 of the Code and in accordance with the procedures for

IV. ENVIRONMENTAL IMPACTS

conditional use approval set forth in Section 303 of the Code. The decision of the City Planning Commission would be final unless an appeal were filed with the Board of Supervisors.

The proposed new building would not conform with the 150-ft. view corridor height limit district which crosses the site: the westernmost portion of the 12-story office building would extend into this corridor up to 195 ft. The building immediately to the west, 215 Market St., extends into this view corridor up to a height of 214 ft. and totally blocks the corridor view from Pine St. up to that height (see Section IV.C, p. 59). It also has a decorative tower which extends to a height of 257 ft. and partially blocks the corridor view below that elevation. The PG&E Building at 245 Market St. is also in this corridor and totally blocks the view up to its height of 250 ft. In addition, the 443-ft.-high Spear St. Tower of One Market Plaza extends into a part of the corridor. Plans for the Tower were approved before the height limits were adopted in 1972 (see Figure 17, p. 61). To obtain a change in the official height limit on portions of Lots 15 and 16 in Block 3712 the project sponsor would file an application under the procedures specified in Section 302 of the Planning Code. This section requires that after a formal public hearing a recommendation of approval by the City Planning Commission must be submitted to, heard by, and acted upon by the Board of Supervisors. Disapproval by the City Planning Commission would be final unless appealed to the Board of Supervisors in accordance with Planning Code Section 308.1.

B. CULTURAL AND HISTORIC ASPECTS

- The building excavation would extend to a depth of 25 ft. below the existing surface. Because the site was under water until filled about 115 years ago, it is believed that no intact pre-historic or Spanish, Mexican or early American cultural or historic materials or artifacts would be encountered during the excavation process. Ships believed to have been anchored and abandoned on the site are believed to have been moved (see Section III.B, p. 23). However, there is a slightly higher than average probability of finding remains of unidentified vessels on the site, and there is a probability of finding cultural and historical materials which were swept off the Market St. Wharf during the Gold Rush period before the land was filled,

IV. ENVIRONMENTAL IMPACTS

or which were deposited in the fill material. Such artifacts have been found in nearby building sites. Test borings did find wood chips, rusty nails, and brick fragments above the -25 ft. elevation, however, and Boring No. 6 on Main St. under the proposed delivery driveway found pieces of leather, bone, and glass as well./1/

FOOTNOTE - Cultural and Historic Aspects

/1/ Dames and Moore, 26 May 1978, Letter Report on Preliminary Subsurface Data, Federal Reserve Building Site, Roy A. Bell, Project Engineer.

C. URBAN DESIGN AND VISUAL ASPECTS

RECOGNITION OF ARCHITECTURAL SETTING

A conservation policy of the Urban Design Element of the City's Comprehensive Plan is that new construction should "respect the character of older development nearby" by providing for "a similarity or successful transition in scale, building form and proportion"./1/ By providing a block-long structure of a height and size comparable to that of the older buildings which neighbor it on either side, the proposed Bank structure is intended to observe this policy, and to provide a unified and uninterrupted design link between the Southern Pacific Building to the east and the 215 Market St. building to the west (see Figure 15). The 40 ft. setback and slightly terraced facade of the proposed Federal Reserve Bank would help reveal the sides of these old buildings, thus giving street level observers corner perspectives of the buildings that would be unattainable with a typical vertical high-rise structure. The building setback would also help enlarge and define the space created by Robert Frost Plaza, while the front facade of the covered pedestrian walkway on the property line is intended to help extend the linear horizontal quality of the base element of the structures that front the south side of lower Market St. The receding form of the terraced facade, however, would not provide strong spatial definition of the street and plaza space at the upper levels of the building.

The City's urban design policies for major new development also provide that the "detail, texture, color, and materials of the old should be repeated or



Site 215 Market Bldg.

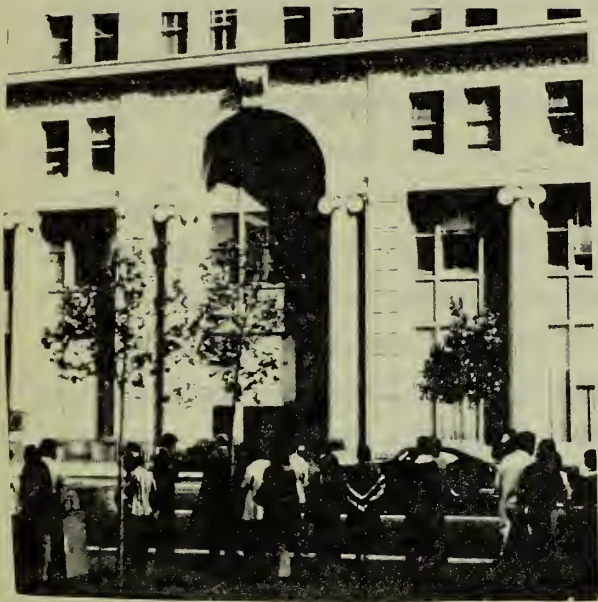
SP Building Market Street Robert Frost Plaza Hyatt Regency Hotel
BEFORE



Project 215 Market Bldg.

SP Building Market Street Hyatt Regency Hotel
AFTER

FIGURE 15 MARKET STREET BEFORE AND AFTER THE PROJECT



215 Market Building



245 Market Building



Southern Pacific Building
One Market Plaza



FIGURE 16 DETAILS OF NEIGHBORING BUILDINGS

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complemented by the new",/1/ and that "where new buildings reach exceptional height and bulk, large surfaces should be articulated and textured to reduce their apparent size, and to reflect the pattern of older buildings."/2/ (Present patterns of neighboring older buildings are shown in Figure 16, p. 56.)

Selection of the project's exterior materials is not yet final, although the presently preferred materials are flame-finished and polished granite in mottled gray and pink tones. The flame-finished (non-reflective) granite would be the basic surface material along the Spear and Main St. frontages. Horizontal courses of polished granite would provide surface articulation and continuation of the horizontal lines created by the terracing of the front facade. Somewhat more detailed articulation of the granite surfaces at street level would be provided for pedestrian interest, but actual designs have not yet been proposed.

The front facade would consist entirely of polished granite and flush ("butt") glazing. Because of the setback and receding form of the front facade, its polished surface would reflect portions of the flanking older buildings, as well as other neighboring buildings opposite the Bank on Market St. Though the "detail" and "texture" of these materials would differ from those of neighboring buildings, the details and textures of neighboring buildings would be reflected in the polished front facade. The "materials" and "colors" of the project's surfaces would be similar to the masonry finishes of the flanking structures.

The preferred exterior material for the covered pedestrian area is black and white ("salt and pepper") granite, which is used for curbs and gutters along the adjacent portion of lower Market St. and for trim in the neighboring Southern Pacific and 245 Market Buildings. Pedestrian surfaces would be paved with brick to match and continue the existing brick sidewalk pavements.

The basically horizontal composition of the project's facade would be determined by its overall proportions, horizontal terracing, and window bands, and would differ from the basically vertical composition of the flanking buildings. Vertical elements would be provided, however, in the form of recessed, vertical window mullions, sliding doors and balconies at each end of

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each terrace level of the front facade, and a pattern of alternating vertical surface materials at the upper level. The latter measure would also recall the upper level colonnades of the flanking buildings and would provide differentiation of the upper level of the bank, which would help visually terminate the structure. Actual designs of these features have not yet been proposed.

The two-story heights of the terraced levels along the front facade would be similar in vertical scale to the colonnade levels at the upper and lower stories of the flanking buildings. Spacing of the project's vertical architectural elements (e.g. window mullions, vertical surface elements at the upper terrace level, columns of the covered pedestrian walkway) would be similar to the spacing of corresponding vertical elements in the flanking structures.

ARCHITECTURAL RESOURCE REMOVAL

Project construction would require demolition of the building at the corner of Spear and Market Sts. (101 and 105 Market) and the De Lano Building at 70 Spear St. (see Figure 10, pp. 27 and 28). These buildings received summary ratings of 2 and 1 in the Department of City Planning 1976 Architectural Inventory./3/ The building at Spear and Market Sts. also received a rating of B in the Heritage Foundation's unpublished survey of downtown architectural resources, but the DeLano Building was not rated because it is outside the Heritage survey area. Other buildings at the project site which are included in the Heritage survey and would be demolished are the Bay Building at 23 Main St., the Lincoln Hotel Building at 115-121 Market St., and the building at 125-131 Market St., all rated C; and the buildings at 139 and 149 Market St., both rated D (see Section III.C, p. 30)./4/

PROJECT VISIBILITY

Because of the location of the site and the small size of the proposed structure relative to many of those which surround it, the project would be seen from a limited area. At street levels, its full facade would be seen only from immediately adjacent portions of lower Market St., including the

IV. ENVIRONMENTAL IMPACTS

Robert Frost Plaza and the Mutual Benefit Life Plaza, and from the extreme lower portions of California and Drumm Sts. Partial views of the facade would disappear at somewhat greater distances along these streets due to intervening buildings.

Full-facade views would be available from a few neighboring buildings north of Market St., including the Mutual Benefit Life Building, the Union Bank Building, 3 Embarcadero Center, and the Hyatt Regency Hotel. Few other buildings would have even partial facade views, although several others, including the PG&E Tower at 77 Beale St., the Spear St. Tower of One Market Plaza, and the 333 Market Building would have at least partial views of the project's rooftops. Because of the courtyard and greenery planned for approximately one-third of the rooftop area, these views would be expected to provide more visual interest than the existing conventional rooftops and parking lots.

Views of the sides of the project would be restricted primarily to Spear and Main Sts. and the buildings opposite the project along these streets. Scattered views of the rear of the project tower would be available from a few elevated vantage points one to three blocks to the south, including the freeway off-ramp at Main St., as well as from the One Market Plaza Towers and the PG&E Tower.

Street level views of the project parking lot would be limited to approximately the last one-half blocks of the approaches to the intersection of Mission and Main Sts. The lot would also be visible from the surrounding office towers. The present on-site parking area would be reduced from approximately 43,000 sq. ft. to about 19,000 sq. ft., and would be visually screened at street level. Design details of the visual screen have not yet been developed.

PINE STREET VIEW CORRIDOR

An Urban Design Plan Policy in Policies for Major New Development provides that "New buildings should not block significant views of public open spaces, especially large parks and the Bay".^{5/} This policy is partially implemented

IV. ENVIRONMENTAL IMPACTS

by a Planning Code provision for "view corridor" height and bulk districts in which building heights are limited to 150 ft. As indicated in Section III.A, pp. 18 and 22, one such corridor bisects the project site along the axial extension of Pine St.

While the proposed building height of 195 ft. would exceed this 150 ft. limit, the project would not obstruct views within the corridor any more than they are presently obstructed by the intervening buildings at 215 Market St. (see Figure 17) which has a base height of 214 ft. and a decorative tower that reaches 257 ft. in height, and at 245 Market St. which has a height of 250 ft. These buildings are expected to be retained intact for the foreseeable future, thus continuing to block the views in the corridor. They would also obscure the Federal Reserve Bank building from view in the Pine St. corridor west of Market St.

The upper stories of the proposed building would extend the entire length of the Market St. frontage of the site which is 275 ft. This would exceed the 170-ft. length permitted by the Planning Code above a height of 150 ft.; however, the mass of the new building would be similar to that of the existing buildings to the east (Southern Pacific Building) and west (215-245 Market St.) of the project and with the Hyatt Regency Hotel opposite the site on the north side of Market St. The urban design intent of the architects is to make the Federal Reserve Bank serve as a visual bridge or link between the buildings on either side and to provide a southern frame for the Robert Frost Plaza in scale with existing development in the vicinity. (Procedural steps to accomplish this design objective are described in Section IV.A, p. 53.)

STREET LEVEL AMENITY

The Urban Design Element of the City's Comprehensive Plan provides that pedestrian access should be improved by providing human scale and interest, and that in commercial areas "continuous and well-appointed shop windows and arcades are invitations to movement"/6/. Neighboring street level land uses along Spear and Mission Sts., and scattered uses along Market St. and adjoining streets to the north, are predominantly retail commercial.



a.



b.



c.



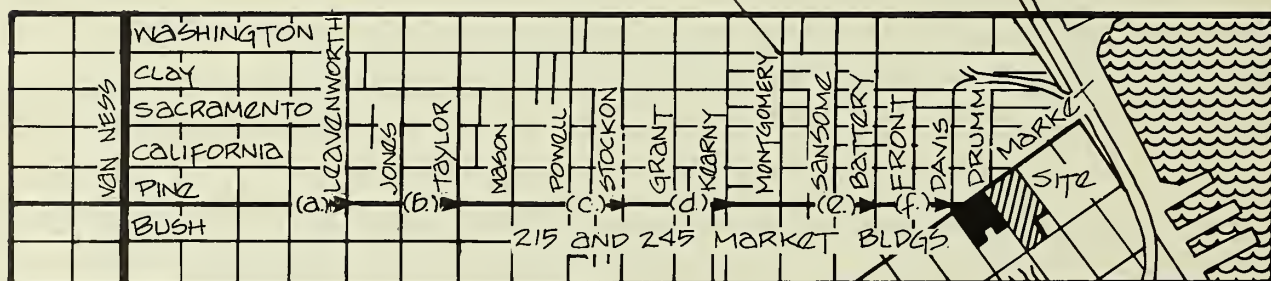
d.



e.



f.



KEY

FIGURE 17 THE PINE STREET VIEW CORRIDOR

IV. ENVIRONMENTAL IMPACTS

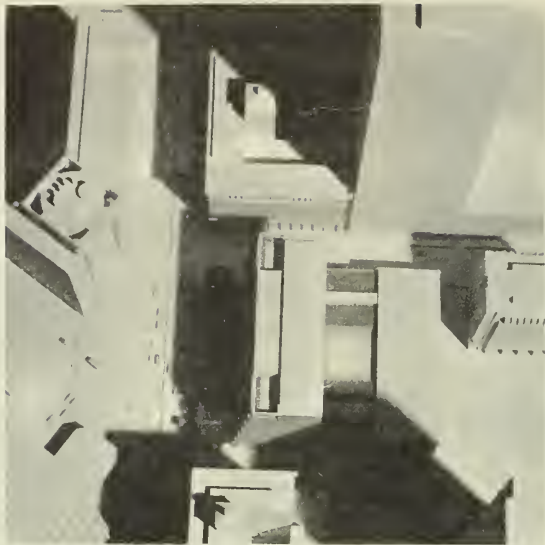
Security requirements and Federal Reserve System policy considerations prevent the project from incorporating private retail uses. Instead the bank proposes to display museum art exhibits, provide public tour facilities, and construct a pedestrian arcade along its Market St. frontage to foster pedestrian interest. Because of the incompatibility of retail uses with the security requirements of the Bank, this type of use is proposed in lieu of retail uses usually required by the Department of City Planning and City Planning Commission on Market St. Because of the Bank's security needs for the Spear and Main St. frontages, no companion solutions to the question of pedestrian interest along these streets have been included in project plans.

LIGHT AND SHADOW EFFECTS

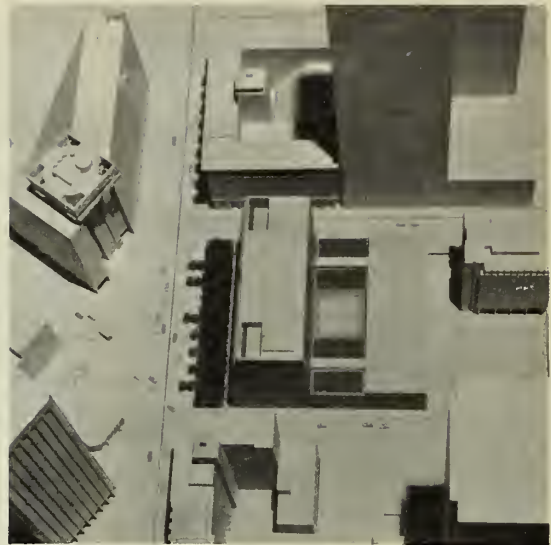
Another of the City's urban design policies provides that "buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the penetration of sunlight to such parks and plazas".^{5/} Two plazas on the north side of Market St., the private Mutual Benefit Life Plaza and the public Robert Frost Plaza, as well as a block of the improved pedestrian area along lower Market St., lie immediately north of the project site.

In general, the shadows that would be cast into these areas by the proposed project would be shorter than those of its neighbors, due to its 40-foot setback, terraced facade, and relatively low height. As a result, mid-day shadows due to the project would not extend across Market St. and, therefore, would not reach the plazas in the months between late winter and early fall (see Figure 18a). At mid-day in late spring and early summer, the sidewalk along the south side of Market St. would be sunny (see Figure 18b). In the late fall and early winter months the plazas would be partially or entirely shaded by the proposed project at all times (see Figure 18c).

Morning shadows, except in late spring and early summer, would extend across at least the eastern portion of the Mutual Benefit Life Plaza and portions of the Robert Frost Plaza, as well as portions of Market and Main Sts. (see Figure 18d).



a.) Mid-Day/Spring and Fall Equinox



b.) Mid-day Summer Solstice



c.) Mid-day/Winter Solstice



d.) Morning/Spring and Fall Equinox



e.) Afternoon/Spring and Fall Equinox

FIGURE 18 SHADOW PATTERNS
PROJECTED BY THE
PROPOSED FEDERAL
RESERVE BANK BUILD-
ING

IV. ENVIRONMENTAL IMPACTS

For most of the year, afternoon and early evening shadows due to the project would fall primarily along Spear St. (see Figure 18e)./7/

FOOTNOTES - Urban Design Impacts

/1/ San Francisco Comprehensive Plan, Urban Design Element, Conservation Policy 6, p. 25.

/2/ Ibid., Policies for Major New Development, Policy 1, p. 36.

/3/ San Francisco Department of City Planning, 1976, 1976 Architectural Inventory (maps).

/4/ The Foundation for San Francisco's Architectural Heritage, 1978, The San Francisco Historic Resources Inventory (unpublished).

/5/ San Francisco Comprehensive Plan, Urban Design Element, Policies for Major New Development, Policy 4, p. 36.

/6/ San Francisco Comprehensive Plan, Urban Design Element, Policies for Neighborhood Environment, Policy 13, p. 57.

/7/ The remainder of the photographic shadow study prepared for this report is available at the Department of City Planning, Office of Environmental Review. Additional discussion related to pedestrian comfort is contained in Section IV.H, p. 79.

D. COMMUNITY SERVICES AND UTILITIES

Because the project would provide its own internal security force of approximately 40 officers, and would incorporate extensive security measures into its design and operating procedures, it is not expected to result in any new requirements for City police manpower or equipment, and presents "no foreseeable concerns or future problems" for the Police Department./1/ Project security measures are described in Section V., Mitigation, p. 90.

The project would incorporate extensive fire protection measures into its design and operating procedures, and the City Fire Department foresees no new requirements for City fire-fighting manpower or equipment./2/ Project fire protection measures are described in Section V., Mitigation, p. 90.

Water demand of the project is estimated to be approximately 32,000 gallons per day for domestic service./3/ This demand could be met from feeder mains

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located in either Spear, Main or Mission Sts. Fire service would also be available from existing low pressure and auxilliary high pressure mains in Market St. The San Francisco Water Department indicates that it can provide adequate water supply for all normal domestic and fire services from these mains./4/

- During project operation, dry-weather wastewater flows generated by the project are expected to be 32,000 gallons per day or about 3,300 gallons per hour during daytime working hours, based on architects' estimates of water consumption. These flows would be within the dry-weather processing capacity of the North Point treatment plant, and would generate no other problems, concerns, or operational modifications that have not already been considered in the design of the upgrading of the system.

Solid waste from the project is estimated to be comprised of 22.5 tons of paper per month consisting of old records collected twice a month, computer paper collected once a week, and "60-day paper" consisting of material required to be kept for 60 days. There would be three cu. yd. of wet garbage per day consisting of wet towels, coffee grounds, and the like, and refuse from the cafeteria. In addition, the currency shredder would produce debris which would be placed in a 21-cu.-yd. box and disposed of once a week. Disposal of the various types of waste would be performed under contract./5/

Electrical and gas service would be provided to the proposed project by Pacific Gas and Electric Company. The company anticipates no difficulty in providing the project with complete service through existing and available delivery systems./6/ Energy use projections and conservation measures are described in detail in Section IV.J, p. 84, Energy Consumption.

FOOTNOTES - Community Services and Utilities

/1/ Lt. T.L. O'Donnell, Officer-in-Charge, Planning and Research Division, Police Department, City and County of San Francisco, letter communication, 2 June 1978.

/2/ W.J. Graham, Acting Fire Marshall, San Francisco Fire Department, letter communication, 29 May 1978.

/3/ R. Armsby, Associate Partner, Skidmore, Owings & Merrill, Architects, telephone communication, 12 May 1978.

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/4/ J.E. Kenck, Manager, San Francisco Water Department, City Distribution Division, letter communication, 31 May 1978, and G. Nakagaki, San Francisco Water Department, City Distribution Division, telephone communication, 1 December 1978.

/5/ P. Dobson, Senior Industrial Engineer, Federal Reserve Bank, telephone communication, 8 February 1979.

/6/ R.E. McKillican, Industrial Power Engineer, San Francisco Division, Pacific Gas and Electric Company, telephone communications, 24 May 1978 and 1 December 1978.

E. ECONOMIC ASPECTS

The principal economic effects of project implementation would be generation of short-term employment during project construction, provision of facilities for increased long-term employment during project operation, and generation of increased real property tax revenues to local government.

CONSTRUCTION EMPLOYMENT

Preliminary estimates by the project contractor, Dinwiddie Construction Company, indicate that approximately 410 person-years of construction employment at an estimated average of \$21,000 per year in 1978 would be generated by the proposed project./1/ Assuming that wages increase at 6% per year, the average annual salary during the period of project construction (mid-1979 through 1981) would be approximately \$23,600 per year, and the average annual construction payroll about \$3.4 million. Approximately 69% of Dinwiddie's construction workers are San Francisco residents./1/

OPERATIONS EMPLOYMENT

The Federal Reserve Bank forecasts that it would have approximately 1,140 employees in early 1982 when the new facility is expected to be ready for occupancy. The 1,140 represents an increase of 240 over the current 900; or, a 27% bank personnel employment increase.

IV. ENVIRONMENTAL IMPACTS

Initially, the new structure would contain approximately 90,000 sq. ft. of surplus office space, which would be made available for lease. At full occupancy, this space could accommodate approximately 350 additional building employees (assuming a ratio of one worker per 250 sq. ft. of leasable office space), primarily professional, managerial and clerical personnel. These tenants would bring the total building population of bank employees and tenants to approximately 1,500 sometime in 1982, assuming all available lease space were occupied. This number is expected to remain relatively constant throughout the 15-year projection period.

FISCAL

The effects of project implementation upon the City's property tax revenue base may be expected to be positive. Preliminary estimates of the market value of the completed project escalated to 1982 are \$90.2 million, including \$21.4 million for land and \$68.8 million for improvements./2/

The value of the existing real property improvements on the project site similarly escalated to 1982 would be approximately \$2.6 million./3/ The difference between the value of the proposed improvements and existing improvements escalated to 1982 would therefore be \$66 million. This figure provides a rough projection of the net increase in the City's taxable real property value in 1982 due to the project, assuming that the surplus properties of the Federal Reserve Bank were transferred to tax-paying owners.

Had Proposition 13 not passed in the June 1978 election, and assuming that the 1981-82 tax rate would have been similar to that of 1977-78, this increase in real property value could have yielded a net increase of approximately \$1.9 million in local tax revenues. However, with the passage of Proposition 13, property taxes in 1982 will be limited to 1% of the full cash value of the project plus taxes for debt service on previously approved bonds. Allowing \$1 per \$100 assessed value for payment on bonds, the project would yield approximately \$1,128,000./4/ This would represent a decline of approximately \$156,000 from 1977-78 tax revenues paid by the Federal Reserve Bank, escalated to 1982, and a reduction of about \$1.5 million from what the proposed project

IV. ENVIRONMENTAL IMPACTS

would have yielded had Proposition 13 not passed. Because the Federal Reserve Bank pays no other taxes, no other revenues would be directly attributable to the project.

FOOTNOTES - Economic Aspects

/1/ C. Smith, President, Dinwiddie Construction Company, personal communication, 9 June 1978.

/2/ Base estimates provided by R. Maurer, Vice President, Federal Reserve Bank of San Francisco, personal communication, 8 June 1978. The escalation factor is 6% per year.

/3/ Includes all on-site real property improvements shown in Table 5, page 50, (except Matson Building), escalated at 6% per year.

/4/ The 1978-79 tax rate is \$5.06 per \$100 assessed value, including \$1.06 for bond retirement and \$4.00 for property tax.

F. RELOCATION

Assessor's Block 3712, which contains the project site, comprises 19 properties. Each of these properties has been acquired by the Federal Reserve Bank.

Each of the properties in Block 3712 was occupied by business and/or residential tenants at the time of purchase by the Bank; and, except for tenants of the Matson and RCA buildings/1/, each of these occupants, as well as a few who have occupied properties since purchase by the Bank, have been or would be displaced by the project.

Each property acquisition was subject to negotiated sale, as the Bank does not have the power of "eminent domain", i.e., the power to condemn and purchase the property at market value. Each displacement resulting from the project has been or will be subject to regulations under the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970./2/ The Bank's business and residential relocation assistance program provides for moving expenses, rent supplements, and advisory assistance to qualified residential displacees; and moving expenses, advisory assistance, and in certain cases, where substantial loss of business has occurred, in-lieu

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payments to qualified business displacees./3/ Cash payments to the 30 (of a total of 88) residents eligible for moving expenses and rent supplements averaged about \$1,400 per person. Cash payments to the 23 (of a total of 25) businesses eligible for benefits cover all moving costs and up to \$10,000 in in-lieu payments where substantial loss of business occurs./4/

Relocation of the 26 eligible residents of the Lincoln Hotel, primarily single men, to comparable local housing is complete, and some business relocation has been completed. The largest group of business tenants consists of Southern Pacific Transportation Company offices, whose headquarters are at One Market Plaza. These offices account for more than 84% (362 of 430) of the jobs to be relocated from the site. These jobs, as well as most of the other jobs in displaced smaller businesses, are expected to be relocated in San Francisco, although definite information concerning relocation sites is not available. The relocation and benefit status of all displacees is summarized in Appendix A, p. 112-113./2/

FOOTNOTES - Relocation

/1/ The Matson Building is excluded from the project site and will be sold by the Bank essentially as is, so none of its tenants would be displaced by the project. RCA moved of its own volition, and therefore was not "displaced".

/2/ Regulations are on file with the San Francisco Department of City Planning, Office of Environmental Review.

/3/ Details of the Bank's residential and business relocation assistance programs are on file with the Department of City Planning, Office of Environmental Review.

/4/ W. Ginter, Assistant Vice President and Relocation Officer, Federal Reserve Bank of San Francisco, telephone communication, 1 December 1978.

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G. TRAFFIC, CIRCULATION AND PARKING

EMPLOYEE TRAVEL SURVEY

The Federal Reserve Bank is currently operating in San Francisco with a staff of 938 persons. To better define the potential circulation impacts of the move, a travel-habits questionnaire was distributed to the employees of the Bank. The questionnaire was designed to determine, by area, the residence of the employees, the employees' methods of transportation to work, parking locations and costs for employees driving to work, and number of employees who drive to work who use their cars during the work day.

There were 815 questionnaires returned in usable form representing an 87% return. Questionnaire information was keypunched onto computer cards and the data were analyzed using a computer-based statistical package./1/

Table 5 shows the percentage of bank employees living in each of four geographic areas in San Francisco, and in the East Bay, North Bay, and Peninsula. Also shown in Table 5 is the geographic distribution of the employees whose primary mode of employment transportation is the automobile. A greater percentage of Bank employees drive to work from the North Bay and Peninsula areas than from the other areas. Approximately 30% of the employees who drive to work use only local streets, whereas, approximately 70% use freeways to get to downtown San Francisco.

The original survey data provided information about employees using more than one mode in a single home-to-work trip. Table 6, p. 72, shows the final mode of transportation used to reach the Bank. For example, the percentage of employees using the Muni includes those employees who enter San Francisco via one of the other transit systems and transfer to Muni. Of the employees using BART to enter San Francisco, 10% transfer to Muni and of those using the Southern Pacific Railroad, 64% transfer to Muni for the final link of the journey.

IV. ENVIRONMENTAL IMPACTS

TABLE 5: GEOGRAPHIC DISTRIBUTION OF FEDERAL RESERVE BANK EMPLOYEES,
BY PERCENT OF TOTAL

<u>Geographic Area</u>	<u>All Employees(%)</u>	<u>Employees Driving to Work (%)</u>
<u>San Francisco</u>	43	38
Downtown/Northeast (East of Van Ness, North of Market to Embarcadero, and South of Market to 101)	(8)	(4)
Northwest (Richmond, Marina and Western Addition)	(14)	(12)
Southwest (Sunset, Parkside, Mission, Ingleside, Excelsior, Twin Peaks and Upper Market)	(18)	(15)
Southeast (Hunters Point, East and South of 101)	(3)	(7)
<u>East Bay (Bay Bridge)</u>	25	19
Alameda County	(13)	(10)
Contra Costa	(11)	(8)
Napa or Solano County	(1)	(1)
<u>North Bay (Marin and Sonoma Counties)</u>	11	14
<u>Peninsula</u>	21	29
San Mateo County	(19)	(28)
Santa Clara County	(2)	(1)
TOTAL	100	100

SOURCE: Questionnaire Survey, June 1978.

Of the employees driving to work, 56% park in the Bank lot at Clay and Battery Sts. Approximately 50% of these parkers (or 25% of the total) are the 75 employees whose work hours are between 4:00 p.m. and 7:00 a.m. Within 2,000 ft. of the present Bank location an additional 32% of the drivers park. This represents a walking time of approximately 10 minutes. The remaining 12% of the parkers are scattered in the South-of-Market area beyond the 2,000-ft. radius circle.

IV. ENVIRONMENTAL IMPACTS

TABLE 6: FINAL MODE OF TRANSPORTATION USED BY FEDERAL RESERVE BANK
EMPLOYEES TO GET TO WORK

<u>Mode</u>	<u>Percent</u>
Drive own car	19
Ride in another car	1
Ride in an organized carpool of 3 or more	1
MUNI	28
BART	21
AC Transit	9
SamTrans	1
Southern Pacific	4
Golden Gate Transit Bus	8
Golden Gate Transit Ferry	1
Tiburon Ferry	1
Bicycle	1
Walk (only those employees not using another mode)	2
Charter bus	<u>3</u>
TOTAL	100

SOURCE: Questionnaire Survey, June 1978

Analysis of the cost data indicates that exclusive of the people using the Bank lot, 49% park at an average cost of \$1 to \$2 daily (\$20 - \$45 monthly), 31% park for \$2 to \$3 daily (\$45 to \$65 monthly) and 20% park for more than \$3 per day (\$65 monthly). The parking demand appears to be long-term (greater than 6 hours) as more than 70% of the parkers indicated that, once parked, their autos are not used during the working day.

CHANGES IN TRAVEL PATTERNS AND POTENTIAL IMPACTS

The findings from the questionnaire were used as a basis for estimating changes in employee travel that might occur once the new site is occupied by the present Bank staff. The travel demand projections have been made under the assumption that automobile traffic would have access to the project area and that the freeway corridors into the area would continue to operate as they presently do. Increases in automobile traffic during peak hours in the freeway corridors have been assumed to be spread over time.

IV. ENVIRONMENTAL IMPACTS

Traffic Volumes. Changes in automobile travel patterns are expected to occur as a result of existing parkers searching out available parking near the new site. Based upon the questionnaire results, a walking distance of 2000 ft. was assumed to be a maximum. The area within 2,000 ft. of the new Bank site encompasses 16% of the sites used by existing Bank parkers exclusive of parkers using the present Bank lot. These parkers are not expected to move to new parking sites in the future as the walking distance to the new site would be comparable to the walking distance to the existing site.

Approximately 74% of the existing parkers are expected to move to new parking. The 74% includes the 56% of the existing parkers currently using the Bank lot. The 56% represents approximately 170 parkers (75 of whom are employees on the night shifts). The other 18% represents approximately 50 parkers. Sixteen percent would not change their parking locations as they would continue to be within 2,000 ft. of the new site. The remaining 10% of the existing parkers are not expected to move as they are those who currently park at such a distance from the existing Bank that the change in walking time to the new site would not be significant.

The 224 parkers currently using the parking lots on the new Bank site would be displaced by the construction of the new facility. These parkers are expected to disperse into currently available parking spaces in the study area. As these parkers are currently paying either \$57.50 or \$65.00 per month, the existing vacant spaces in the study area in this price range probably would be filled by these parkers prior to occupancy of the new building. This would create a situation whereby the only spaces available to the bank employees would be in a price range greater than \$65 per month, which is almost double the amount that half of the parkers now pay.

- The southwest corner of the new site, Mission and Main Sts., would be used as an interim parking facility. There would be enough space available to provide 60 spaces, at 350 square feet per space. If the Bank used a tandem parking scheme, with vehicles parked one behind another without independent access to each stall, 75 spaces could be provided. Such a scheme would provide the same amount of parking space that is currently available at the existing site, so the 170 parkers using the existing site over a period of 3 shifts in 24 hours

IV. ENVIRONMENTAL IMPACTS

would be expected to use the new site. The main impact of this traffic would be evident on the Main St. and Beale St. freeway ramps and on Main and Mission Sts.

The parking survey indicates that the majority of the available parking spaces in the study area are north and west of the project site. The 50 parkers expected to move would either find new parking in this area or, in order to avoid increased parking costs, they would park in their current locations and walk further.

The parkers currently using the commercial lots on the project site would be displaced by the time the Bank employees occupy the site, thereby reducing the traffic volumes on the streets immediately surrounding the site. The traffic volumes shown in Table 7 represent a worst-case estimate of future traffic in the project vicinity. Identifiable increases in the 24-hour flow are expected to occur only on Main, Mission and Spear Sts.

Analysis of the expected changes in traffic for the p.m. peak period indicates that the addition of the Bank traffic would not cause any of the intersections adjacent to the site to operate in conditions worse than Level of Service C, which is the design standard. Table 8, p. 76, shows the changes expected to occur in the volume-to-capacity (v/c) ratios. The existing v/c ratios are presented for comparison. The projected increases in traffic volumes on Spear St. near Mission St. would be due primarily to Bank truck traffic and delivery vehicles rather than bank employees.

Truck Traffic. The Bank currently generates 38 truck trips per weekday./2/ Twenty of the trips are made by armored trucks, both local and long haul, 12 trips are made by check delivery trucks, and six trips are made by supply delivery trucks. The armored trucks arrive and depart between the hours of 7:00 a.m. and 4:00 p.m.; the greatest concentration of these trucks occurs between 8:00 and 10:00 a.m. The armored trucks operate on the freeways and on the local streets. Check delivery trucks operate primarily during the hours of 10:00 p.m. to 6:00 a.m. Supply delivery is during normal working hours and is made by a mixed fleet of vehicles.

TABLE 7: PROJECTED VEHICLE TRAFFIC VOLUMES IN THE VICINITY OF THE PROJECT (Two-Way Totals)*

Street	Location (between)	Weekday 24-Hour Volume	Additional 24-hour Vehicles	Weekday P.M. Peak-Hour Volume (4:30-5:30 p.m.)	Additional Peak-Hour Vehicles
Main (one-way)	Market & Mission	13,680	280	1,610 (a.m.)	90
Beale (one-way)	Market & Mission	8,530	530	1,046	66
Spear (one-way)	Market & Mission	2,710	150	280	75
California	Davis & Drumm	8,160	30	635	15
Drumm	Sacramento & California	9,140	---	730	--
Market	Main & Beale	8,460	---	680	--
Mission	Main & Spear	13,800	100	1,150	60
James Lick Freeway		177,000	---	15,900	--
Embarcadero Freeway		68,000	---	6,800	--
San Francisco-Oakland Bay Bridge		190,000	---	17,000	--

*See Table 2, p. 39, for present volumes.

TABLE 8: CURRENT AND PROJECTED INTERSECTION VOLUME-TO-CAPACITY RATIOS*
AT LEVEL OF SERVICE C

<u>Intersection</u>	<u>1978</u>	<u>Future</u>
California & Drumm	0.49	0.50
Market & Main	0.69	0.70
Market & Spear	0.43	0.43
Mission & Beale	0.65	0.71
Mission & Main	0.46	0.48
Mission & Spear	0.39	0.45

*V/C ratios less than 1.00 are Level of Service C or higher.

The off-street loading area, with an entrance on Main St. and an exit on Spear St., would provide six general delivery spaces and eight security spaces. This would be 11 spaces more than the minimum required by the Planning Code (see Section III.A, p. 22). This number is expected to be adequate to prevent waiting trucks from overflowing the loading area and blocking through travel on the adjoining streets. The short-term tenants in the new Bank building would cause an increase in the number of truck trips for delivery of supplies; these trucks would also be accommodated by the off-street loading area and docks. Increases in truck traffic on the streets in the project area would not be great enough to cause a decrease in the Level of Service of operation. The only other traffic-related impact from the trucks would be the increased volume on Spear and Main Sts. which, as shown in Table 7, p. 75, would not be a statistically significant change.

Transit Patronage. The employees currently using transit are expected to continue to use the same modes with the following exceptions:

- The Golden Gate Transit bus riders might begin to use the Golden Gate Transit ferries as the new site is three blocks closer to the ferry terminal and three blocks further from the motor coach routes than the existing site.
- The BART users who currently transfer to Muni would not use Muni because of the proximity of the new site to the Embarcadero BART station.

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Some new transit ridership may occur as a result of the lack of comparable priced parking in the vicinity of the new site. Such a shift would involve not more than 50 employees and would not cause any noticeable impact. Short-term tenants of the new Bank building would generate up to 80 transit riders during the p.m. peak hour. As this volume would be spread over six transit systems it would not affect the overall loadings of the transit agencies serving the site.

Parking. As discussed in the traffic volume section, approximately 50 Bank parkers would probably seek new parking facilities closer to the new site. Based upon the parking occupancy study, which showed a total of 675 spaces currently available, there should be enough available spaces to accommodate both the Bank parkers and the 224 displaced parkers currently using the new site. The only identifiable impact would be the need to use more expensive parking as the majority of the available parking in the vicinity of the new site is in the greater than \$65 per month range. The impact of increased cost would affect the Bank parkers primarily as sufficient space currently exists to accommodate the parkers who would be displaced from the site at comparable rates.

The parking demand from the tenant offices would be approximately 100 spaces based upon the number of vehicle trip ends generated by the offices. The total parking demand from the project would be 150 spaces. The net impact of the project would be to reduce the available parking supply by 375 spaces over the next three years.

Pedestrians. An increase in pedestrian traffic on the sidewalks around the project site would be expected to occur. The site population is expected to increase from 400 employees currently to 1,500 employees. The peak period pedestrian movements would be to and from parking and transit facilities in the project area. The sidewalks provide sufficient width to accommodate the increases in pedestrian travel without decreasing the level of service of operation.

IV. ENVIRONMENTAL IMPACTS

DEMOLITION AND CONSTRUCTION IMPACTS

The major traffic impact during demolition and construction would be from trucks removing debris and excavated soil from the site. The demolition period is expected to begin in 1979 and the excavation - construction period is expected to continue until 1982.

During that time, construction materials would be delivered and approximately 92,000 cubic yards of material would be excavated and removed. It is estimated that approximately 200 truck movements per day--100 into the site and 100 out of the site--could occur daily for a period of 45 to 50 working days. The excavation could conceivably be carried out in a shorter period of time with a greater intensity of truck activity. Delivery of construction materials would continue throughout the construction period. The truck movements associated with this function are expected to be much less intense, averaging approximately 10 per day.

The transportation impact from the trucks would be a lessening of the carrying capacity of the streets in the project vicinity by an overall average of 11% between 9:00 a.m. and 4:00 p.m., but the Level of Service would remain above "C". One lane would be closed to parking on Main and Spear Sts. during construction, which would further restrict the use of these two streets.

FOOTNOTES - Traffic, Circulation and Parking

/1/ The computer print-out and a sample questionnaire is on file at the Department of City Planning, Office of Environmental Review.

/2/ Federal Reserve Bank of San Francisco, April 11, 1978, Design Review Note 14.

IV. ENVIRONMENTAL IMPACTS

H. CLIMATE AND AIR QUALITY

WIND

The areas along Market St. in front of the proposed building are especially sensitive to wind impacts because of heavy tourist and other pedestrian use; there are four subway entrances, bus stops, a cable car boarding area, and a small park with benches. The only high wind speed in this vicinity occurs at the southwest corner of Market and Main Sts.

Wind-tunnel tests of localized wind speeds and wind directions at the project site and vicinity were conducted in July 1978 under conditions of west and northwest winds./1/ The study included tests of existing street-level conditions, conditions with the proposed building, and conditions with the site built up to the maximum heights and floor area ratios permitted. Study results indicate that wind velocities in the project vicinity are generally low. The proposed building would have little effect on wind speeds, and would slightly lower wind speeds at most measured locations. This would occur primarily because a number of major, upwind highrises (Hyatt Regency, Embarcadero Center, Mutual Life Building) block windflow to the site. In addition, because the proposed building is relatively low, it would not trap a significant volume of air and force it downward into the streets as some high-rise buildings do.

The importance of the upwind highrises in providing protection to the site is evident by tests of the effects on localized winds of a maximum height and bulk building on the site. Although significantly taller and larger than the proposed structure, it would have relatively few adverse impacts on wind conditions, indicating that overall wind speeds in the area are relatively low.

The proposed building would not affect winds on the already windy Market and Main Sts. corner.

IV. ENVIRONMENTAL IMPACTS

In addition to street-level measurements, predicted wind speeds on the fourth floor courtyard area were evaluated. This area would experience low winds and, therefore, would provide a climatically pleasant outdoor space.

AIR QUALITY

Two types of air quality impacts would result from the proposed project: short-term construction impacts including particulate and hydrocarbon emissions, and long-term vehicle-related impacts, including carbon monoxide emissions.

Demolition, grading, and construction activities would affect local air quality for approximately three years. Construction activities in general generate approximately 1.2 tons of particulate (dust) per acre per month of activity./2/ This includes emissions from land clearing, excavation and earthmoving, traffic on unpaved surfaces, wind erosion, and construction of the building itself. Assuming 34 months of demolition, excavation, and construction activity on 2.6 acres, a total of approximately 100 tons of particulates would be generated. This would result in a worst-case 24-hour average concentration of approximately 5,500 ug/m³ (micrograms per cubic meter) at and adjacent to the site, which is 55 times the 24-hour State standard of 100 ug/m³. The eight-hour concentration would be on the order of three times the 24-hour concentration; no standard has been established for 8-hour particulate concentrations. Except to persons with respiratory problems, large-size construction particulates are more a nuisance than a hazard, and settle out of the atmosphere rapidly with increasing distance from the source. This is in contrast to gaseous pollutants and to small-size particulates from combustion.

Pouring asphalt for driveways and parking lots and using oil-based paints would generate hydrocarbon emissions. These types of emissions are controlled by Regulations 3 and 9 respectively of the BAAQMD./3/ Diesel powered construction equipment would emit (in decreasing order by weight) nitrogen oxides, carbon monoxide, sulfur oxides, hydrocarbons, and particulates./4/

IV. ENVIRONMENTAL IMPACTS

The amounts of these pollutants generated during construction would increase local concentrations but would probably not increase the frequency of violations of air quality standards.

Roadside carbon monoxide levels would be increased in the immediate vicinity of the site by the computed addition of 400 vehicles per day to Main, Mission and Spear Sts./5/ The greatest proportionate carbon monoxide increase, 37%, would occur on Spear St. during the evening peak hour. The highest carbon monoxide concentration, 4.3 parts per million (ppm), would occur on Mission St., also during the evening peak hour. This level is 12% of the 35 ppm one-hour Federal standard.

Combustion of natural gas for heating and cooling would generate small amounts of pollutants, primarily nitrogen oxides.

As part of the project, the existing incinerator which is used for destroying old currency would be replaced by a paper shredder in the new facility. This would eliminate the approximately six pounds of pollutants, of which half are particulates, that are emitted per day by the incinerator./6/ Because shredders are self-contained operations, no new source of emissions would result from the expected replacement.

FOOTNOTES - Climate and Air Quality

/1/ The complete test results of the wind study prepared for this report are available at the Department of City Planning, Office of Environmental Review.

/2/ U.S. Environmental Protection Agency, 1975, Compilation of Air Pollutant Emission Factors, Supplement #5, p. 11.2.4-1.

/3/ Bay Area Air Quality Management District, Regulation 3, Regulating Reactive Organic Gas Emissions, adopted 4 January 1967; and Regulation 9, Rule for Architectural Coatings, adopted 1 March 1978.

/4/ U.S. EPA, 1975, Compilation of Air Pollutant Emission Factors, Supplement #4, p. 3.2.7-2,-3.

/5/ Carbon monoxide calculations were made for the worst-case poor dispersion conditions according to the BAAQMD Guidelines for Air Quality Impact Analysis of Projects, 1975, updated for EPA Supplement 8 emission factors, 1978.

/6/ Herb Johnson, Chief of Field Engineering Section, Enforcement Division, BAAQMD, telephone communication, 19 June 1978.

IV. ENVIRONMENTAL IMPACTS

I. NOISE

The potential noise impacts associated with this project consist of three types: the impact of the existing noise environment on the proposed use of the site; the impact of noise generated by the use of the site on adjacent development; and the impact of construction noise on adjacent development.

COMPATIBILITY WITH EXISTING NOISE LEVELS

The Federal Reserve Bank would be climate-controlled and would have fixed windows; traffic noise levels would not interfere with activities inside the building. The outside courtyard area on the fourth floor would be shielded on all sides from traffic noise and would be a relatively quiet outdoor area.

NOISE IMPACTS ASSOCIATED WITH THE PROPOSED USE

After the Bank is built, local noise levels could change in two ways: increases in traffic noise due to increased traffic generated by the project, and mechanical equipment noise.

The amount of traffic generated by the Federal Reserve Bank during any hour of the day would cause traffic noise levels to increase by less than 1 dBA. A 1-dBA increase in environmental noise is undetectable by the human ear. No noise impact associated with increased traffic would therefore be expected.

The mechanical equipment to be used in the Bank has not yet been chosen. The City and County of San Francisco Noise Ordinance (see Section III.H, p. 48) sets limits on the amount of noise such equipment can emit. The Noise Ordinance requires that noise from the mechanical equipment at the proposed Bank not exceed 60 dBA at the nearest receiver, i.e., the person stationed closest to the equipment. The mechanical equipment associated with the Bank would be designed to meet the limits of the Noise Ordinance. At this level no noise impacts would be expected.

IV. ENVIRONMENTAL IMPACTS

CONSTRUCTION NOISE IMPACT

During construction of the Federal Reserve Bank building all powered equipment, other than impact tools, would have to meet the San Francisco Noise Ordinance requirement of 80 dBA at 100 ft. Meeting this limit would insure that these pieces of equipment would cause noise levels at the nearest office building to be no greater than present maximum noise levels due to traffic noise. If a second piece of equipment is used concurrently with the first it would add about 3 dBA, making the level about 83 dBA at 100 ft. Because the site is large (275 ft. x 825 ft. in its largest dimension) the 100 ft. distance would generally be on the site/1/ except at the northern ends of Main and Spear Sts. where the nearest offices are 70 ft. from the site.

Significant noise impacts could result during the driving of the foundation piles of the building. Unmuffled and unshielded drivers emit noise levels of up to 105 dBA at a distance of 50 ft. each time the driver strikes the pile. Because some of the office buildings and some of the small buildings along Spear, Main and Mission Sts. adjacent to the site rely on open windows for ventilation, noise levels as high as 80 to 85 dBA would be reached inside the nearest buildings. Noise levels this high would require that the office workers shout to communicate and would be expected to distract employees to a degree that would significantly degrade their performance. Even in those buildings which have internal ventilation systems and in which the windows could be closed, such as the Hyatt Regency Hotel, noise levels could reach 63 dBA. At this level the piledriver noise would interfere with normal speech at distances greater than three feet and would be annoying and distracting. If the piledriving took place at night the noise levels of 63 dBA inside the closest rooms at the Hyatt Regency Hotel would significantly disturb the sleep of the hotel guests.

To avoid these problems the City and County of San Francisco has developed alternative methods of reducing and sometimes eliminating pile driver noise impact. Under the Noise Ordinance, the Director of Public Works has the authority to require that piledrivers be equipped with "state-of-the-art" noise control devices. In the past this has been interpreted to mean meeting a noise emission limit of 85 dBA at 50 ft./2/ If this limit were met noise

IV. ENVIRONMENTAL IMPACTS

levels in the nearest office building would be 60 to 65 dBA, a level at which office workers would be annoyed and distracted to some extent. Noise levels inside the closest rooms at the Hyatt Regency Hotel would be 43 dBA.

Another approach that the City has taken to avoid piledriver noise problems has been to require that piledriving take place during times when the least number of people would be impacted. Typically the hours of 4 p.m. to 10 p.m. have been chosen. If this were done, the office uses would be impacted for only the last hour of the working day and the piledriving activity would be over before most people go to bed.

FOOTNOTES - Noise

/1/ Richard Illingworth, Charles M. Salter Associates, Inc., telephone communication, 8 December 1978.

/2/ John W. Ross, Jr., Assistant Mechanical Engineer, San Francisco Department of Public Works, telephone communication, 20 June 1978.

J. ENERGY CONSUMPTION

During the 30-month construction period, the direct consumption of energy on site is estimated to be about 5.3 million kilowatt hours of electricity (54.3 billion British Thermal Units (Btu)), about 21,000 gallons of gasoline (3.5 billion Btu) and about 86,000 gallons of diesel fuel (15 billion Btu)./1/ In addition, an unknown amount of energy would be required indirectly to fabricate and transport the materials used in demolition and construction.

During operation, the project would be heated by a central gas or oil-fired boiler and with a variable-volume air circulation system that would conform to State energy conservation standards for non-residential buildings (California Administrative Code, Title 24). The project would require approximately 896,000 kilowatt hours (KWH) of electrical energy per month, (1.36 KWH per square foot), or about 11 million kilowatt hours (110 billion Btu) per year. Daily and annual electric demand curves are shown in Figure 19. The structure would also require approximately 25 million cu. ft. of gas per year (28.5 billion Btu), or 151 Btu per sq. ft. per day. Peak fossil fuel

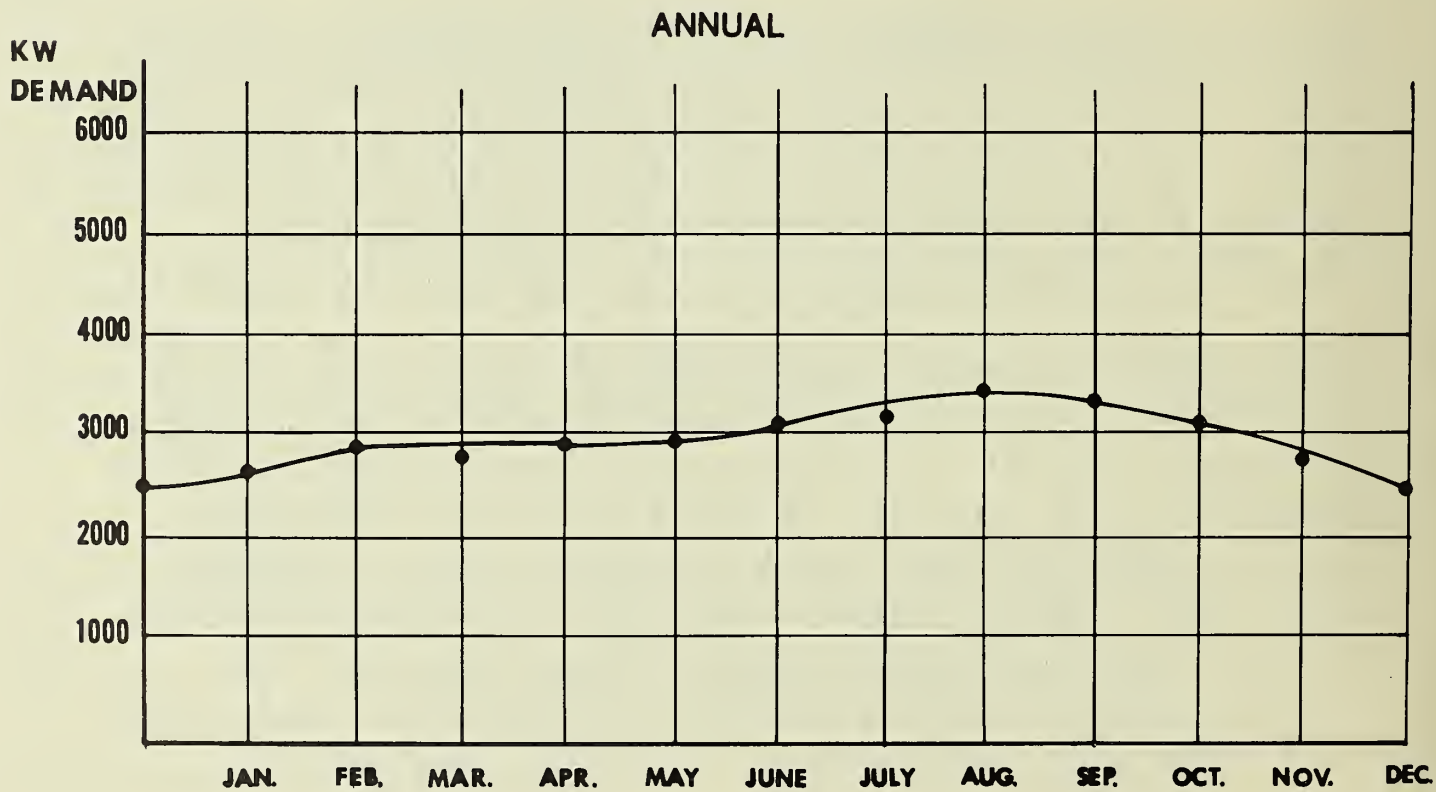
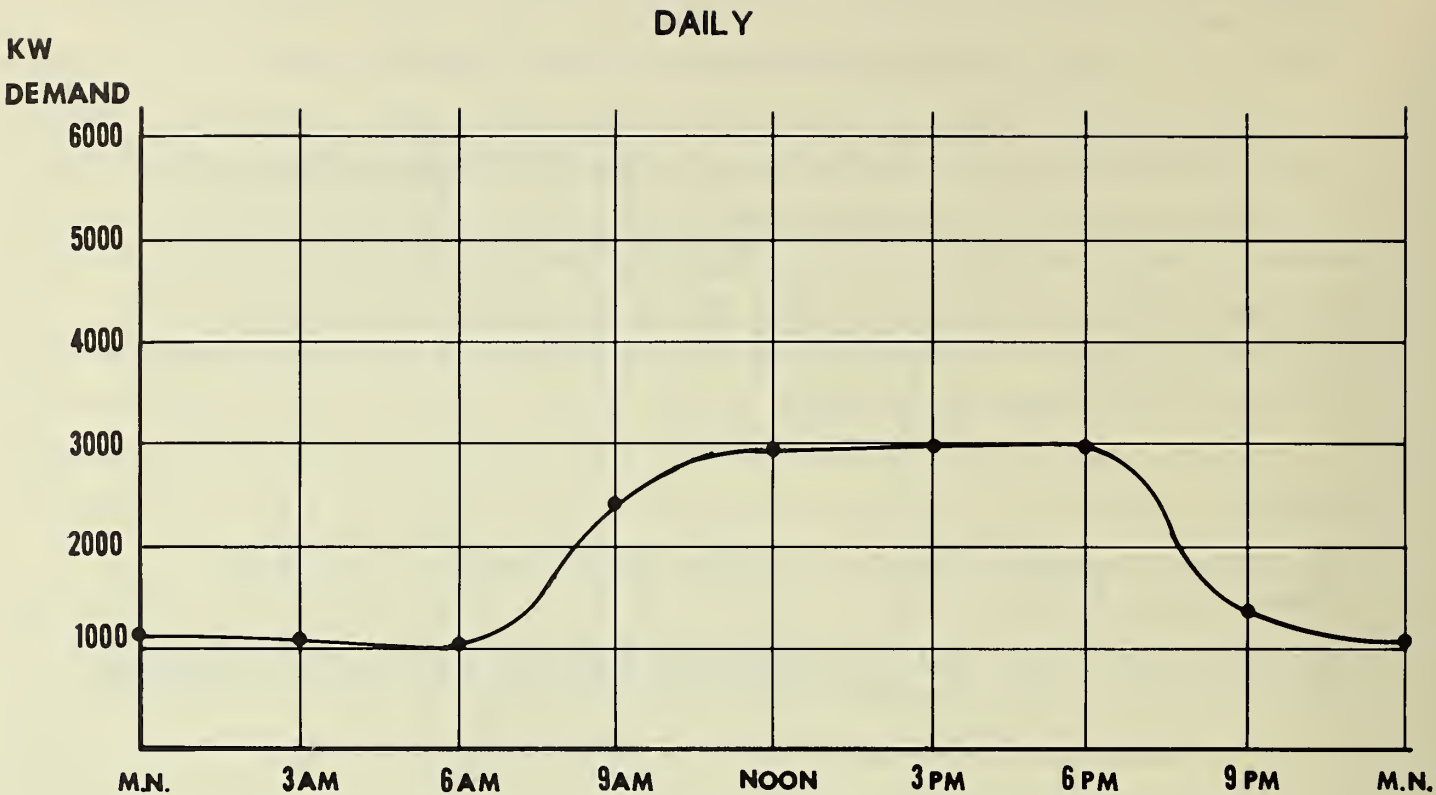


FIGURE 19
ELECTRICAL LOAD
DISTRIBUTION CURVES

IV. ENVIRONMENTAL IMPACTS

consumption typically would occur between 6 and 8 a.m. during the month of January, when consumption would be at the rate of 8.1 million Btu per hour./2/

Relocation of the Bank is expected to have minimal effect upon the fuel used by vehicles traveling to and from the Bank, although increased convenience to public transit and displacement of existing parking may result in increased use of public transit and concomitant energy savings.

FOOTNOTES - Energy Consumption

/1/ C. Smith, President, Dinwiddie Construction Co., personal communication, 9 June 1978. A Btu is the quantity of heat required to raise the temperature of one pound of water one degree Fahrenheit at sea level.

/2/ The BTU estimates are made to show the "at source" commitment of energy in accordance with estimating procedures outlined in the Energy Conservation Standards for New Non-Residential Buildings (California Administrative Code, Title 24, Section T20-1473, for electricity, and in Batham, M.D., D.J. Ames, R.D. Smith, and E.C. Shirley, 1976, An Interim Procedure To Evaluate Transportation Energy, CALTRANS, Sacramento. CA-DOT-7082-76 (Table 1 and Table 5) for vehicle energy.

K. GEOLOGY AND HYDROLOGY

During demolition and project construction, water quality on the site, and any subsequent infiltration to the ground, would be altered by the addition of particulate building debris, eroded sediment, spilled and leaked petroleum products and cleansing agents. Peak and total volumes of rainfall runoff would not be changed from existing conditions.

In relation to earthquake hazards and other inherent geologic hazards, the proposed building would be safer for inhabitants than the existing ones on the site due to improved engineering technology and the depth of the foundation pilings.

The proposed building would be within the zone affected by tsunamis on the average of once in 500 years. As the elevation of the site is 0.8 to 1.6 ft.

IV. ENVIRONMENTAL IMPACTS

below the maximum wave run-up it is unlikely that substantial damage would occur to the building from such an event.

L. GROWTH INDUCEMENT

Development of the project site as proposed is not anticipated to have any short- or long-term effect on population growth in the City and County of San Francisco. More than 50% of the new jobs created as the activities of the Federal Reserve Bank expand would be filled by persons residing outside of San Francisco, if the present 43 to 57% resident/nonresident ratio of employee residence continues. If every job on the site were filled by a person who moved to San Francisco, the net population increase would be less than .1%. If all new jobs were filled by persons new to the Bay Area, the regional population increase would be less than .01%.

The project would add 640,000 sq. ft. of office and special purpose space to the downtown supply and would vacate 216,000 sq. ft. in the present building at 400 Sansome St. The old space would be sold by the Federal Reserve System and become available for other uses. It is possible that the existing three-story auxiliary building at 241 Battery St. would be replaced by a new building which would utilize the site more intensively, as permitted by the City Planning Code. The proposed facility would not require the provision of new utilities or services but some service demands would increase. The project would be a continuation of the trend of new office construction in the South-of-Market area by replacing older buildings with a modern facility which could stimulate further development to the south and west of the site.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE EFFECTS OF THE PROJECT

In the processes of project planning, design, and coordination, a number of measures have been identified that would reduce or eliminate the potential adverse environmental effects of the proposed project. Most of these measures have been or will be adopted by the project sponsors or their architects, builders, or other contractors. However, a few measures are still under consideration, and some have already been rejected. Each of these measures, and its status with respect to the proposed project, is discussed briefly below. Where a measure has been rejected, the reasons for its rejection are also shown (see Table 9).

Where an action is still under consideration or is suggested, the actions required for implementation are also shown. In most cases these actions would be optional on the part of the Bank, its architects, or future contractors unless required by the City as conditions of project approval.

TABLE 9: MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE EFFECTS OF THE PROJECT

	Measures to Be Included in Project	Measures Under Consideration (and Actions for Implementing)	Measures Rejected (and Reasons for Rejection)
1. Land Use and Urban Design	<ul style="list-style-type: none"> - Height and mass of proposed structure would be similar to flanking structures, which would help preserve architectural scale of this portion of lower Market St. - Building setback and terraced facade would result in reduced shadow lengths in Market St. and Robert Frost Plaza. - Covered pedestrian area would provide shelter, enhance spatial definition of Robert Frost Plaza at street level, and maintain continuity of street level building facades. - Covered pedestrian area, art gallery and tour facilities would enhance pedestrian amenity along Market St. - Provision of vertical, indented window mullions would recall vertical elements of neighboring buildings, which would help alleviate urban design conflict created by basic horizontal composition of building. - Sliding doors and balconies at the ends of each terrace level would provide additional vertical elements on the Market St. facade that would recall vertical elements of neighboring buildings. - Spacing of columns in covered pedestrian area and spacing of window mullions would be similar to window and column spacing of flanking buildings, which would help continue the vertical rhythms established in these older structures. 	<ul style="list-style-type: none"> - Provision of variation in materials, colors, textures, and tones in building surfaces; and/or street trees on Main and Sprar St. frontages would provide visual relief on these frontages. (Architect could design, Bank approve as part of final design.) - Alteration of vertical elements in surface materials at upper terrace level would recall columned tiers at upper levels of flanking buildings. (Architects could design, Bank approve as part of final design.) 	<ul style="list-style-type: none"> - Incorporation of retail uses at street levels would enhance pedestrian interest and activity. (Rejected for reasons of Bank security and National Federal Reserve Bank policy.)
2. Cultural and Historic Aspects	<ul style="list-style-type: none"> - Should evidence of cultural or historic artifacts of significance be found during project excavation, the Environmental Review Officer and the President of the Landmarks Preservation Advisory Board would be notified. The Federal Reserve Bank would select an archaeologist and/or maritime historian to help the Office of Environmental Review determine the significance of the find and whether feasible measures, including appropriate security measures, could be implemented to preserve or recover such artifacts. 		<ul style="list-style-type: none"> - Undertake preconstruction surveys, boring and trenching on the site, in response to comments. (This measure is rejected by the project sponsor as it has proceeded in its project planning in the past two years with the knowledge that it was not subject to the National Historic Preservation Act; to undertake such work at this time would entail a delay of up to 6 months in initiating project construction and an added project cost of as much as \$400,000 per month due to escalating construction costs.)

TABLE 9: MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE EFFECTS OF THE PROJECT (Continued)

	<u>Measures to be Included in Project</u>	<u>Measures Under Consideration (and Actions for Implementing)</u>	<u>Measures Rejected (and Reasons for Rejection)</u>
	<p>The Environmental Review Officer would then recommend specific mitigation measures, if necessary, and recommendations would be sent to the State Office of Historic Preservation. Excavation or construction which might damage the discovered cultural resources would be suspended for a maximum of four weeks to permit inspection, recommendation and retrieval, if appropriate.</p> <p>● - The Federal Reserve Bank, in cooperation with the Foundation for San Francisco's Architectural Heritage, would salvage the cartouches and the column capitals over the fifth floor, and the spandrels between the third and fourth and fifth floors of the 105 Market St. building. The Federal Reserve Bank would make these architectural embellishments available at the site to Heritage which would be responsible for their handling and disposition. A photographic documentation of the building would be made before demolition in accordance with directions from Heritage in regard to requirements for pictorial records of architectural history.</p>		
3. Community Services and Utilities	<ul style="list-style-type: none"> - Project would include internal security force and security systems that would reduce or eliminate dependence on City police. - Project would be completely sprinklered and would include fire control station in lobby. - Employees would be provided a detailed fire safety orientation program and evacuation plan. 		<ul style="list-style-type: none"> - All residential and business displacees could be awarded relocation benefits, regardless of eligibility. (Rejected as contrary to implementing regulations of the Uniform Relocation Assistance and Real Properties Acquisition Policies Act of 1970.)
4. Economic Aspects	<ul style="list-style-type: none"> - Employment opportunities in both construction and operation phases would be enhanced by equal employment opportunity and affirmative action programs that apply to employees of the Federal Reserve Bank and its 		

TABLE 9: MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE EFFECTS OF THE PROJECT (Continued)

	Measures to be Included in Project	Measures Under Consideration (and Actions for Implementing)	Measures Rejected (and Reasons for Rejection)
5. Relocation	<ul style="list-style-type: none"> - Project is subject to a relocation assistance program that provides moving expenses, rent supplements, and advisory assistance to qualified residential displacees; and moving expenses, advisory assistance, and in certain cases, in-lieu payments to qualified business displacees. 		
6. Traffic and Circulation	<ul style="list-style-type: none"> - Site was selected in part for ready access to freeways and transit systems. - Continue policy of providing first priority use of parking space to carpools and second priority to handicapped. 	<ul style="list-style-type: none"> - Restricting trucks to fixed routes and allowing operation only during off-peak hours (9:00 a.m. - 4:00 p.m.), where feasible, would reduce effects of construction and operation of traffic. (Bank may require of contractors when selected.) - Permit flexible work hours, where possible, to allow compatibility with transit schedules. (Bank is studying operational feasibility.) - Sell MUNI Fast Passes at Bank. (Bank could implement in cooperation with MUNI.) 	<ul style="list-style-type: none"> - Providing long-term parking facilities could help permanently alleviate local shortage of moderately-priced parking, and would help compensate for loss of existing on-site parking. (Rejected in order to encourage use of available transit systems, because of high costs, and because it would be contrary to policies of the City Comprehensive Plan.) - Subsidize costs (or increase in costs) of transit passes. (District Bank cannot subsidize under System policy.)
7. Climate and Air Quality	<ul style="list-style-type: none"> - Properly maintain and operate construction equipment to minimize exhaust emissions. - Suspend dust-generating construction activities when wind speeds are more than 15 mph to help reduce airborne particulates. - Stabilize site with non-contaminating non-toxic dust palliatives; sprinkle unpaved surfaces with (reclaimed) water to reduce airborne particulates. 	<ul style="list-style-type: none"> - Use water-based rather than oil-based surface coatings where possible, to minimize hydrocarbon emissions. 	
8. Noise	<ul style="list-style-type: none"> - Use only muffled gasoline and diesel-powered construction equipment, and/or use electrically-powered equipment to minimize construction noise. 	<ul style="list-style-type: none"> - Muffle and shield piledrivers to limit noise emissions to below 85 dBA at 50 ft. (Bank could require of contractor.) - Limit hours of piledriving activity to hours resulting in least disturbance to neighboring uses (e.g. 4 p.m. - 10 p.m.) (Bank could require of contractor if Director of Public Works would authorize under Section 2908 of the San Francisco Noise Ordinance.) - Use vibratory piledrivers where feasible (e.g. for sheet piling). (Bank could require of contractor.) 	

V. MITIGATION MEASURES

TABLE 9: MITIGATION MEASURES PROPOSED TO MINIMIZE THE ADVERSE EFFECTS OF THE PROJECT (Continued)

	<u>Measures to be Included in Project</u>	<u>Measures Under Consideration (and Actions for Implementing)</u>	<u>Measures Rejected (and Reasons for Rejection)</u>
9. Energy Consumption	<ul style="list-style-type: none"> - Improved accessibility to freeway and transit systems could reduce consumption of transportation fuels. - Efficiencies of proposed HVAC systems and insulation design would help minimize overall operational energy consumption. 	<ul style="list-style-type: none"> - Recovery of waste heat from lights, computers, and other building equipment could conserve energy. (Rejected because energy savings would not be justified on a life-cycle cost basis).* - Reduction in peak electrical demand could be achieved by chilling water during low-rate, off-peak hours, and storing for use during peak hour air conditioning demand. (Rejected because it would actually increase overall project energy use, even though it would be cost effective).* 	
10. Geology and Hydrology	<ul style="list-style-type: none"> - Conformance with applicable seismic design standards would minimize seismic hazard to public and building employees. - Construction equipment maintenance and refueling activities would be confined to locations where petroleum spillage would be contained and properly disposed of. - Wet and dry catchment basins would be constructed on-site to trap silt and debris for later transportation to dumps. - Contaminants would be flushed to catchment basins. - During construction, City sewers would be monitored before and after discharges from site; debris would be prevented from entering sewer system. 		

*Cost analysis, prepared by Skidmore, Owings & Merrill, is available for public review at the San Francisco Department of City Planning, Office of Environmental Review.

SOURCE: Environmental Science Associates, December 1978.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS WHICH CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

The proposed facility would change the character of use of the site from general commercial to a use which would be less available to the general public.. The proposed facility would exceed the building bulk limit prescribed for the site by the City Planning Code (Article 2.5, Chapter II, Part II of the San Francisco Municipal Code) and it would exceed the height limit of 150 ft. in a portion of the view corridor extended from Pine St. eastward across the site. The view corridor height limit and the bulk limit would have to be changed to permit the proposed project.

The Main and Spear St. frontages of the project would incorporate no provision for pedestrian interests or activities. The Bank indicates that this is mandated by security requirements.

- The project would cause the destruction of the building at 105 Market St. which is rated B, indicating an "important landmark of National Register Quality", in the unpublished San Francisco Historic Resources Inventory made for the Foundation for San Francisco's Architectural Heritage.

The project would result in increased shadow lengths in Market St. adjacent to the site and in the adjoining Mutual Benefit Life and Robert Frost Plazas. In general, however, these increased shadow lengths would be shorter than those of neighboring structures in the blocks on either side of the project site.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS

There would be an increase of approximately 1,100 persons employed on the site, including occupants of leased space, which would add to the number of persons using the sidewalks and transit loading facilities in the vicinity, particularly the sidewalk bus zones and the Embarcadero Station of the Market St. subway.

The proposed facility would displace 88 residents and 25 commercial tenants employing about 430 persons. It would also displace 260 parking spaces now available to the public on an hourly, daily, or monthly basis.

Demolition of existing structures on the site and construction of the proposed facility would increase noise and vibration levels temporarily, would lessen pedestrian comfort through temporarily narrowed or relocated sidewalks and conflicts with construction traffic, and would reduce air quality because of dust caused by excavation and hauling. The curb lane of Main and Spear Sts. on either side of the site would be unavailable for traffic use during construction.

Project construction would result in the direct, on-site consumption of about 5.3 million kilowatt hours of electricity, about 21,000 gallons of gasoline, and about 86,000 gallons of diesel fuel. Project operation would require approximately 11 million kilowatt hours of electricity per year, and 86,700 gallons of fuel oil per year.

The project would contribute incrementally to cumulative traffic, transit, visual, and air quality impacts of development now under construction and proposed in the downtown business district.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

VII. ALTERNATIVES TO THE PROPOSED PROJECT

In conducting the 35-year space requirements study mandated by its Board of Governors, the Federal Reserve Bank of San Francisco compared a number of environmentally distinct, potentially viable project alternatives. The choice of the preferred alternative, the proposed project, was based primarily on cost considerations, although environmental and functional factors were also weighed. Each alternative to the proposed project is described briefly below. This is followed by a discussion of the comparative environmental effects of the proposed project and its alternatives (see Table 10, pp. 98-101)./1/ A description of the dispositions of real properties owned and leased by the Federal Reserve Bank if each alternative were followed completes this section (see Table 11, pp. 102-103).

A. ALTERNATIVE 1 - NO PROJECT

This alternative would involve retention, upgrading, and seismic reinforcement of the present Federal Reserve Bank at 400 Sansome St., sale of the recently acquired Market St. site, temporary relocation of some Bank functions during construction, and later acquisition of overflow office space as required. This alternative was rejected by the Bank because of its high cost, failure to meet ultimate space requirements, and because of the functional impossibility of maintaining operational continuity and security during the construction period.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

B. ALTERNATIVE 2 - SPLIT-SITE

Alternative 2 would involve construction of an operations and partial office facility at the Market St. site, and future occupation of office space elsewhere in San Francisco, either in the Matson Building, which the Bank now owns, in the present Bank building which would be rehabilitated as necessary for the specific uses contemplated, or in other leased space. No plans for construction under the split-site concept have been developed. However, such an alternative would probably include a base structure with large floor areas to accommodate operations functions and an office tower or towers smaller in scale than those proposed. Such an alternative could possibly achieve compliance with City bulk guidelines and avoid intrusion into the Pine St. view corridor. This alternative was rejected primarily because it would result in a split-site situation which would disrupt flexibility of operations, require additional staff for duplicated service functions, and, in the case of Bank remodeling, would be prohibitively costly.

C. ALTERNATIVE 3 - SAN MATEO COUNTY

This alternative provides for the construction of an operations and partial office facility in north San Mateo County, and the remodeling and continued use of the present Bank building downtown. This alternative was rejected because it, too, would result in a split-site situation and extensive remodeling costs, as well as long-term employee transportation costs and concomitant energy (fuel) expenditures due to the relative remoteness of a north San Mateo County site from the residence of most employees.

Moving the entire Bank to San Mateo County would remove the Bank from proximity to the headquarters and data control centers of its major Northern California members.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

D. ALTERNATIVE 4 - STAGED CONSTRUCTION

Alternative 4 would involve construction of an operations and partial office facility on the Market St. site, and construction of additional on-site office space in the mid-1990's, as required. This alternative was rejected primarily because it would initially provide no reserve office space to meet unforeseeable office space demands, and because it would require two separate construction projects.

E. ALTERNATIVE 5 - MAXIMUM STRUCTURE

A possible fifth project alternative, not actually considered by the Federal Reserve Bank, would be the construction of the largest floor area that would be permitted by the City Planning Code on the proposed project site. This maximum structure could consist of two stories covering the entire site, plus two high-rise towers, one of 59 stories (17,000 sq. ft. per floor), the other of 30 stories (13,000 sq. ft. per floor).^{/2/} The total floor area of such a configuration would be almost 1.6 million sq. ft., or approximately 2.5 times that of the proposed structure. Such a configuration could be built without conflicting with the height and bulk limits presently in effect on the site, i.e., the view corridor would have only a two-story base building, and the separate towers would comply with the bulk limits.

FOOTNOTES - Alternatives

/1/ Federal Reserve Bank of San Francisco, Capital Budget Cost Analysis of Alternative Facilities, Revised June 17, 1976.

/2/ Maximum floor area calculations are available at the Department of City Planning, Office of Environmental Review.

TABLE 10: COMPARISON OF ENVIRONMENTAL EFFECTS OF PROPOSED PROJECT AND ALTERNATIVES

	1				2		3		4		5	
	NO PROJECT				SPLIT SITE		SAN MATEO COUNTY		STAGED CONSTRUCTION		MAXIMUM STRUCTURE	
PROPOSED PROJECT	<p>Build combined, complete operation and office facility at Market St. site; sell other holdings, vacate leased office space.</p> <p>No project; retain and upgrade 400 Sansome St.; sell Market St. site; occupy other owned or leased office space, as required.</p>				<p>Build combined operations facility and partial office facility at Market St. site; occupy other owned or leased office space elsewhere in City as required.</p>		<p>Build remote operations facility in North San Mateo Co.; retain 400 Sansome St. for office space.</p>		<p>Build operations facility and partial office facility at Market St. site now. Build additional office space later as required.</p>		<p>Build greatest floor area that would be permitted by the City Planning Code, approximately 1.6 million sq. ft.</p>	
Land Use and Zoning	<p>Would comply, in general, with Comprehensive Plan objectives; would require exceptions to bulk restrictions, and reclassification of a height and bulk district of City Planning Code.</p>				<p>Probably same as Proposed Project, depending on design revisions to height and bulk.</p>		<p>Probably little or no effect, depending on selected site in North San Mateo Co.</p>		<p>Same as Alternative 2.</p>		<p>Would require exceptions to bulk restrictions and reclassification of height and bulk districts of City Planning Code.</p>	
Cultural and Historic Aspects	<p>Little expected effect; however, if artifacts were encountered, construction would be stopped and appropriate measures taken.</p>				<p>Same as Proposed Project.</p>		<p>Unknown; would depend upon site selected.</p>		<p>Same as Proposed Project.</p>		<p>Same as Proposed Project.</p>	
Urban Design	<p>Basic horizontal composition would differ from vertical composition of flanking older buildings. Scale would be similar to flanking older buildings. Setback and terraced facade would reduce shadow lengths on Market St. Polished facade would reflect neighboring buildings. Covered pedestrian area would provide shelter, continue building line of lower Market St. at street level.</p>				<p>Similar to Proposed Project.</p>		<p>Same as Alternative 1, except would include construction of low-rise operations facility in industrial area of north San Mateo Co.</p>		<p>Same as Alternative 2.</p>		<p>Would overpower neighboring structures, increase shadows in adjacent streets and plazas.</p>	

TABLE 10: COMPARISON OF ENVIRONMENTAL EFFECTS OF PROPOSED PROJECT AND ALTERNATIVES (continued)

	1					2		3		4		5	
	NO PROJECT					SPLIT SITE		SAN MATEO COUNTY		STAGED CONSTRUCTION		MAXIMUM STRUCTURE	
Community Services and Utilities	Slight net increase in required services due to increase in scale of development on project site. All services have indicated available capacity.					Same as Proposed Project, except smaller increases in required services due to smaller scale of building.		Similar to Alternative 1, although demands due to operations would be transferred from San Francisco to north San Mateo Co.		Same as Alternative 2.		Similar to Proposed Project, except greater increases in required services due to larger project.	
Economic Aspects	Approximately 410 years of construction employment; little effect on operations employment. Would increase value of taxable real estate in San Francisco by approximately \$66.2 million in 1982.					Construction employment, less than that due to Proposed Project. Little effect on operations employment. Increase in value of taxable real estate in San Francisco would probably be less than that due to Proposed Project.		Same as Alternative 1, except some increase in operations employment due to duplication of functions in separate facilities; smaller increase in taxable real estate value in San Francisco; increase in taxable real estate value in San Mateo County.		Same as Proposed Project, except portion of increase in taxable real estate in San Francisco would be deferred until second construction project in mid-1990's.		Same as Proposed Project except increases in value of taxable real estate and leasable office space would be substantially greater.	
Relocation	Would require relocation of the residents of Lincoln Hotel and approximately 430 employees of 25 on-site commercial lessees and sublessees.					Would require temporary relocation of some Bank functions during rehabilitation.		Same as Proposed Project.		Same as Proposed Project.		Same as Proposed Project	
Traffic and Circulation	Construction traffic may cross Market St.; Project operation could reduce present traffic and circulation effects in downtown area by improving access to mass transit and freeway systems, and consolidation of Bank facilities.					Construction traffic may cross Market St., would enter Financial District. Increased effects during construction due to separation of facilities.		Construction traffic. Increased effects during operation due to longer trips to work, reduced availability of mass transit.		Same as Proposed Project, except increased construction traffic due to two construction projects at the project site.		Same as Proposed Project except increased construction and operation traffic due to larger project.	

TABLE 10: COMPARISON OF ENVIRONMENTAL EFFECTS OF PROPOSED PROJECT AND ALTERNATIVES (Continued)

	1		2	3	4	5
	PROPOSED PROJECT	NO PROJECT	SPLIT-SITE	SAN MATEO COUNTY	STAGED CONSTRUCTION	MAXIMUM STRUCTURE
Climate and Air Quality	Dust during construction. Reduced emissions during operation due to ready access to mass transit and freeways, consolidation of facilities, removal of incinerator.	Little construction effect. Emissions during operation would probably remain about the same as present or increase slightly due to separation of facilities.	Dust during construction. Emissions during operation could probably remain about the same as present, as reduced emissions due to enhanced transit availability are offset by increased emissions due to separation of facilities.	Dust during construction. Emissions during operation could increase substantially due to longer trips to work, reduced availability of mass transit, and greater separation of Bank facilities.	Same as Proposed Project except increased emissions due to two construction projects, instead of one, at the same site.	Dust during construction similar to proposed project. Increased emissions during operation due to greater project size and increased traffic.
Noise	Construction noise due to trucks, pile-driving and other construction activities. Little effect during operation.	Some construction noise due to trucks and other construction activities, but no pile-driving. Little effect during operation.	Same as proposed Project, although period of construction noise could be reduced.	Same as Alternative 1, except noise effects may be perceived by fewer people due to less densely developed environs of site in north San Mateo County.	Same as Proposed Project, except noise would be prolonged due to two construction projects at the same site.	Greater construction noise due to longer period of construction, more pile-driving. Little effect during operation.
Energy Consumption	Consumption of fossil fuels and electricity during construction. Probable energy savings during operation due to increased HVAC efficiencies, consolidation of facilities, improved access to mass transit and freeway systems.	Consumption of fossil fuels and electricity during construction - probably less than that due to construction of proposed project. Probable energy savings during operation due to upgraded HVAC systems. Transportation and energy use probably greater than that with Proposed Project due to lesser accessibility of mass transit.	Construction effects similar to Alternative 1; operation effects similar to Proposed Project, but some increase due to emissions from Bank traffic between split sites.	Building construction and operation effects similar to Alternative 1. Greater transportation energy use due to longer trips to work, greater separation of Bank facilities and reduced availability of mass transit.	Same as Alternative 2.	Similar to Proposed Project, except greater energy consumption during construction and operation due to larger project and more traffic generated.

TABLE 10: COMPARISON OF ENVIRONMENTAL EFFECTS OF PROPOSED PROJECT AND ALTERNATIVES (Continued)

	1	2	3	4	5
	NO PROJECT	SPLIT-SITE	SAN MATEO COUNTY	STAGED CONSTRUCTION	MAXIMUM STRUCTURE
Geology and Hydrology	Construction on Bay fill would require deep pilings; some liquefaction potential, but structural seismic safety would be improved over present condition. Little other effect.	Assuming existing facilities could be upgraded, seismic safety would be improved over present condition. Little or no effect as there would be no new construction.	Same as Proposed Project.	Assuming existing facilities could be upgraded, seismic safety would be improved over present condition. North San Mateo Co. site would probably afford better soil stability than Market St. site.	Same as Proposed Project, except more and/or deeper foundation pilings could be required.
Vegetation and Wildlife	Little effect; Market St. site already developed.	Little effect; no new construction; existing site already developed.	Same as Proposed Project.	Greater potential for ecological disturbance.	Same as Proposed Project.

SOURCE: Environmental Science Associates, June 1978

SOURCE: Environmental Science Associates, June 1978

TABLE 11: DISPOSITION OF REAL PROPERTIES OWNED AND LEASED BY THE FEDERAL RESERVE BANK OF SAN FRANCISCO UNDER EACH PROJECT ALTERNATIVE*

Description	1		2		3		4	
	PROPOSED PROJECT	NO PROJECT	SPLIT SITE	SAN MATEO COUNTY	STAGED CONSTRUCTION			
Build combined, complete operations and office facility at Market St. site; sell other holdings, vacate leased office space	No project; retain and upgrade 400 Sansome St.; sell Market St. site; occupy other owned or leased office space, as required.	Build combined operations facility and partial office facility at Market St. site; occupy owned or leased office space elsewhere in City as required.	Build remote operations facility in north San Mateo Co.; retain 400 Sansome St. for office space.	Build operations facility and partial office facility at Market St. site now build additional office space later as required.				
<u>Disposition of Real Property Owned:</u>								
- 400 Sansome St.	Sell	Retain and upgrade.	Sell; or retain and upgrade to provide balance of required office space.	Retain and upgrade to provide all office space.	Sell			
- 241 Battery St.	Sell	Retain or Sell.	Sell	Sell	Sell			
- Battery Parking	Sell.	Retain or Sell.	Retain or Sell depending on disposition of 400 Sansome.	Retain or sell	Sell			
- Market St. site	Retain; demolish existing structures; build project as proposed.	Sell.	Retain; demolish existing structures; build smaller project than proposed.	Sell.	Retain; demolish existing structures; build smaller initial project than proposed; add office space later.			
- Matson Bldg.	Sell.	Retain and occupy portion; sell and leaseback portion; or sell without occupying.	Retain and occupy portion; sell and leaseback portion; or sell, depending on disposition of 400 Sansome.	Sell.	Sell.			

TABLE 11: DISPOSITION OF REAL PROPERTIES OWNED AND LEASED BY THE FEDERAL RESERVE BANK OF SAN FRANCISCO UNDER EACH PROJECT ALTERNATIVE* (continued)

	1	2	3	4
	PROPOSED PROJECT	SPLIT SITE	SAN MATEO COUNTY	STAGED CONSTRUCTION
- Possible Remote Site	-	-	Acquire operations site in north San Mateo Co., build operations facility.	-
Leased Office Space:	Vacate	Vacate, lease in future years as required depending on disposition of 400 Sansome.	Vacate.	Vacate.
	Retain present leased space and/or occupy new leased space, depending on disposition of Matson Bldg.			

*Alternative 5, Maximum Structure, is not shown since it has not actually been considered as a potentially viable project alternative by the Federal Reserve Bank. The Maximum Structure alternative is addressed elsewhere in this report for comparative purposes only.

SOURCE: Federal Reserve Bank of San Francisco, Capital Budget Cost Analysis of Alternative Facilities, Revised 17 June 1976.

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IS THE FEDERAL RESERVE BANK A FEDERAL AGENCY?

Comments:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Is the Federal Reserve Bank subject to the National Historic Preservation Act of 1966, or is it not?"

"If it is not, why not? If it is, could we have some definitive information in the EIR as to how the Federal Reserve Bank would follow the guidelines and procedures of that Act?"

Rob Edwards, Regional Officer, State Archaeological Site Survey Record Office, Cabrillo College, Aptos, CA: "Until adequate data and mitigation proposals are generated, this EIR cannot be considered adequate; particularly since this is a Federal project and NEPA policies have to be considered as well as C.E.Q.A.."

Response:

It is the opinion of the Legal Division of the Board of Governors of the Federal Reserve System that the Federal Reserve Banks are not agencies of the federal government for the purpose of the National Environmental Protection Act (NEPA), the National Historic Preservation Act (NHPA), or Executive Order 11593. NEPA applies to "all agencies of the federal government" (42 U.S.C. Section 4332). NHPA applies to "undertakings of federal agencies" (16 U.S.C. Section 470(f)). The Executive Order applies to "agencies of the executive branch of the Government (Executive Order 11593, 3 CFR 559 Section 1 (1971)). None of these terms has been regarded by the Legal Division as including the Federal Reserve Bank. Consequently, the building proposed by the Federal Reserve Bank is being processed under the provisions of the California Environmental Quality Act (CEQA) and Chapter 31 of the San Francisco Administrative Code rather than under NEPA as an Environmental Impact Statement.

The opinion that the Reserve Banks are not federal or executive agencies has historically been based, among other things, on the fact that the Reserve Banks are corporations whose stock is privately owned by the member banks of the Federal Reserve System. The member banks' stock ownership entitles them to participate in the election of six of the nine directors of the Reserve Banks. In addition, the

Reserve Banks do not operate with funds appropriated by Congress and their employees are not considered to be employees of the federal government. Furthermore, unlike federal agencies generally, the Reserve Banks are subject to local real estate taxes.

NHPA also applies to undertakings licensed by a federal department or independent agency and undertakings financed with federal funds. Construction of a Federal Reserve Bank is not licensed by a federal department or independent agency, nor are the Reserve Banks themselves Federal licensing agencies. The funds for the Reserve Bank construction projects are derived from the Reserve Bank's earnings and as such are not federal funds.

LINCOLN HOTEL, HOUSING

Comments:

Sue Hestor, San Francisco Tomorrow: "There is a glossing over on the elimination of housing on this site. The Federal Reserve Bank Building is planning on demolishing housing for 88 people....I'm just telling you it is more than just residential problems out in the neighborhoods, it is residential problems that are being created by commercial projects."

David Jones, San Franciscans for Reasonable Growth: "The EIR for this project indicates that the 80-room 7-story Lincoln Hotel, housing 84 residents, will be destroyed by the proposed relocation of the Federal Reserve Bank.

"Although the impacts on 26 of these residents have been mitigated by their relocation, the EIR provides no mitigation measures to assure that replacement housing is made available....The discussion of secondary impacts does not address the environmental, social, or economic effects of the reduction in San Francisco's housing stock, nor does it attempt to provide mitigation for the reduction in this housing stock.

"In response, you may say that the impact on San Francisco housing prices, due to the loss of 88 San Francisco residents' housing is too small to quantify. True, this may be difficult, but such analysis should be performed to allow decision-makers such as yourselves an opportunity to know the actual impacts of your decisions."

Fred Feller, San Francisco Neighborhood Legal Assistance Foundation: "There is no comment in the EIR about the impact of the loss of housing, as opposed to the relocation of a certain number of people."

Response:

In 1977 the Superintendent of Building Inspection found the building to be unsafe in a number of ways that violated the electrical, plumbing, and building codes. (Department of Public Works Order No. 109,777, September 30, 1977). The inhabited rooms, occupied by 84 persons, were brought into a condition of safety with the understanding that the other inadequate rooms would not be rented and that the building would be vacated in one year. Among the actions necessary to bring the rooms into compliance was the discontinuance of the use of hot plates in all the rooms: permanent residents, i.e., monthly residents, had no cooking facilities, and there were no communal cooking facilities or restaurants on the premises. The San Francisco Housing Code (in Section 203.4) defines a dwelling unit as "a room or suite of two or more habitable rooms...with facilities for living, sleeping, bathing, cooking and eating and having only one kitchen...." The Lincoln Hotel contained only 3 dwelling units as defined. It was built in 1913 to serve transients. When purchased by the Federal Reserve Bank it was serving weekly and monthly residents. According to its manager its vacancy rate had increased from 5% in the early 70s to 40% at the time of purchase.

LINCOLN HOTEL, NUMBER OF ROOMS

Comment:

Fred Feller, San Francisco Neighborhood Legal Assistance Foundation: "I would like to make one comment on the question of the housing, which is being demolished.

"The comment I have specifically is that I am a little bit concerned about the number of rooms or units that are referred to.

"I have a replacement housing study that was done for the bank to look into other sources of housing to be available to the residents of the Lincoln Hotel. That study indicates that the Lincoln Hotel had 150 rooms. I don't know what the correct figure is.

"I have another relocation study that was done by CalTrans back that has a third figure, so I am a little concerned about what the accurate number is as to the number of rooms."

Response:

The report of the Superintendent of Building Inspection accompanying DPW Order No. 109,777 indicates that in 1977, the Lincoln Hotel contained 138 guest rooms and 3 4-room apartments, or a total of 150 rooms. It contained 43 private bathrooms with toilets, 6 public bathrooms, and 13 public toilets. At the time of the inspection there were 84 tenants.

LINCOLN HOTEL, SUBSIDENCE

Comments:

Sue Hestor, San Francisco Tomorrow: "On Page 18 they're talking about the Lincoln Hotel Building as being visibly tilted, and the only place there is a picture of it I don't see how it is visibly tilted. That is loaded language that it should go, I guess."

Mrs. G. Bland Platt, San Francisco Landmarks Preservation Advisory Board: "On Page 18, the Lincoln Hotel [is described with] the adjectives 'visibly tilted, subsiding,' and we find those to be leading language and inappropriate to an EIR which is not supposed to lean to a certain direction."

Response:

Figure 20 indicates the visible tilt of the building. The resultant space between it and the plumb 101-105 Market St. building adjoining it is covered by a painted inset to camouflage the V-shaped gap.

RELOCATION

Comment:

Fred Feller, San Francisco Neighborhood Legal Assistance Foundation: "I would point out under the Federal Uniform Relocation Act, there is a provision for a federal entity to provide out of the funds for its project replacement



FIGURE 20 LINCOLN HOTEL

housing to build that housing itself, if there is a finding that adequate replacement housing is not available.

"That finding has not been made in this case by the Federal Reserve Bank. We think they may be open to challenge."

Response:

A formal finding and declaration that adequate replacement housing was available was made by the Federal Reserve Bank, based on a survey and finding of adequate available relocation housing made by Caltrans, which served as a consultant to the Bank. Subsequently, actual relocation was initiated and is now complete. All tenants have found adequate replacement housing. A copy of the survey and finding is on file at the Department of City Planning, Office of Environmental Review, 45 Hyde St.

HEIGHT AND BULK LIMITS

Comment:

Sue Hestor, San Francisco Tomorrow: "The fourth thing that we're concerned about is the compliance with the bulk standards. The calculations that were done by our organization show that they're going to lose -- if they would comply with the bulk standards -- by building to the correct standards above 150 feet, they would lose 15 to 20 percent of the space in the building, and that is very rough, without knowing the dimensions of the various floors.

"That is approximately the amount of leeway space that they're building into the site, and there is no real discussion of having the leeway space if this building, keeping the corner building, that is the Matson Building, as their place for leeway expansion, and I think given the extreme length of this building that you should look very carefully at alternatives for the bulk, because what comes through in this EIR is a presumption that they will get a zoning change, a height change, and a bulk change. They're going to be going through several processes of this program."

Response:

The building is proposed by the designers in the form described so as to relate best to the buildings on either side of it: the Southern Pacific Building at One Market Plaza which is 275 in length, and to the combined 215 and 245 Market St. buildings which together have a length of 275 feet. It has approximately 30% of the intensity that would be permitted on the site by the City Planning Code.

The rear wall of the twelve-story, 195 ft. tower would be 160 ft. from the Market St. property line. The view corridor is 69 ft. wide and runs at an angle across the property as shown in Figure 21 (draft attached). On the Main St. frontage the building would extend 38 ft. into the corridor. The rear wall would extend into the corridor for a depth of approximately 50 ft. The total floor area in this corridor above the 150 ft. elevation would be 2,520 sq. ft. If this area were squared off and omitted from the building above the 150 ft. elevation, a new interior configuration would be required, moving an elevator and service core into portions of larger functional spaces.

If the entire rear wall of the building above the 150 ft. elevation were moved north of the view corridor line where it crosses the Main St. property line, a total of 34,650 sq. ft. would be lost. This area could be gained by the addition of two stories, but the internal configuration of the building, including the placement of the elevator core areas, would have to be changed. Full compliance with the bulk and view corridor constraints would require, in the judgment of the project architects, a different building design and configuration to meet the functional requirements of the project sponsor.

The more intensive alternative described on page 97 of the EIR would comply with all of the bulk standards as well as the height limits pertaining to the site. It would consist of a 59-story tower and a 30 story tower on either side of the view corridor. It would contain 2.5 times the floor area of the proposed structure.

Except in the view corridor, the proposed 12-story building would comply with the height limits proposed by the initiative petition which will be on the November 1979 ballot (195 ft. vs. 260 ft.) and with the floor area ratio proposed by that petition (5:1 compared with 8:1 and 14:1 with bonuses).

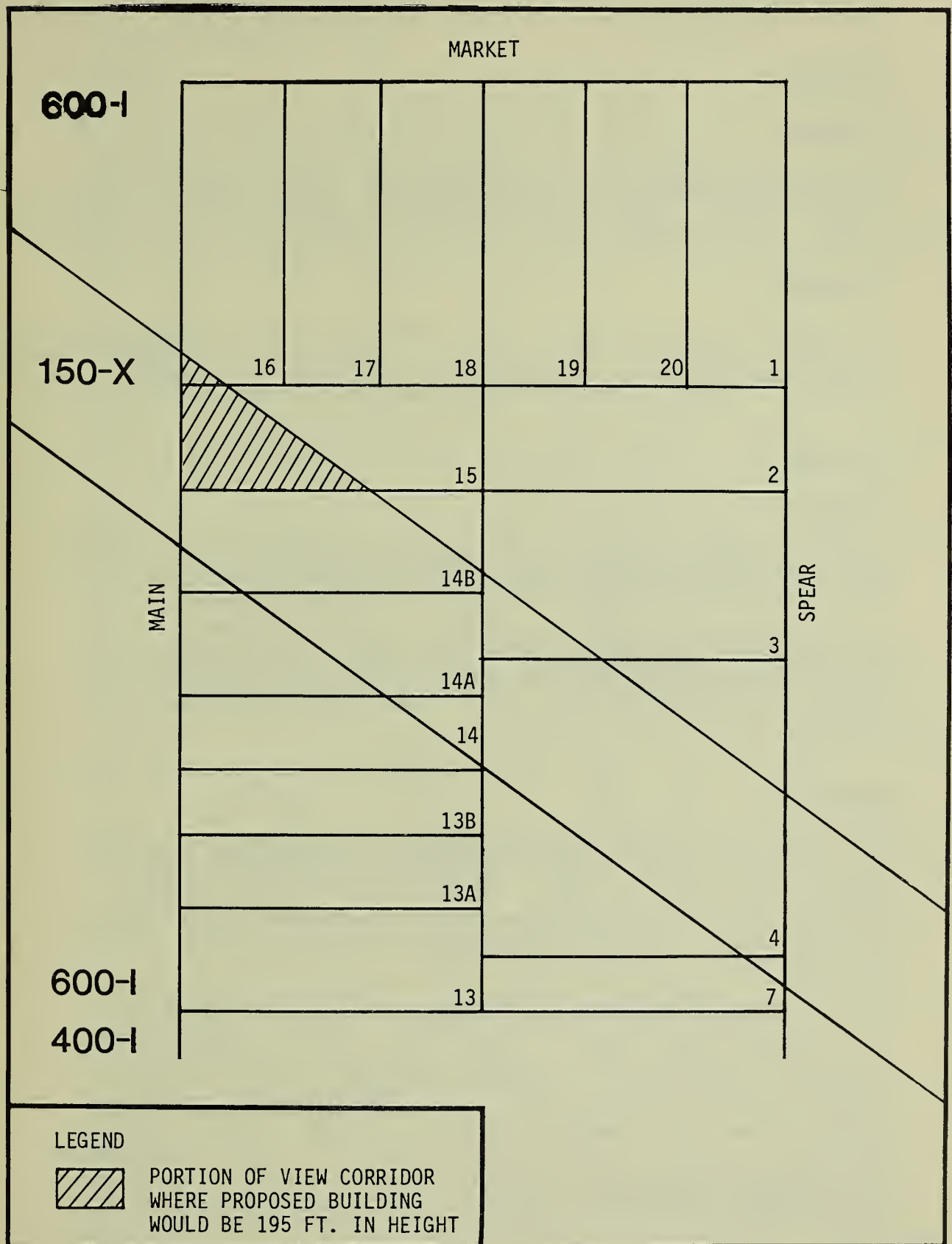


FIGURE 21: VIEW CORRIDOR

If the building were divided into two buildings like 215 and 245 Market St. they would comply with the bulk provisions of the Planning Code.

SETBACKS

Comment:

Sue Hestor, San Francisco Tomorrow: "There is going to be a step back effect, but when you look at the side section it looks like it might be only a foot. How big is the setback?"

Response:

As stated on p. 13 of the EIR, "There would be sequential four-foot setbacks above the lower floors at two-story intervals along the Market St. facade beginning with the fourth level."

SHADOWS

Comment:

Susan Bierman, Member, City Planning Commission: "I have got problems with the shadow effect across the street.... I wondered if it would be helpful to have shadows of the existing building show.... There is no mitigation talk at all about any of that shadow and, you know, that is a pretty nice Plaza, and if there were a way to maybe set back the top floor more, but there is no discussion on that at all."

Response:

The tallest of existing buildings on the site are about one-half the height of the proposed building, but they are not set back 40 feet. By cutting back the shadows of the proposed building as shown on Figure 18, p. 63, by one-half, an approximation of existing shadows would be obtained.

The shadowing effects of the project are described on p. 62 and illustrated in Figure 18. These indicate that the Robert Frost Plaza and the Mutual Benefit Life Plaza would be "partially or entirely shaded by the proposed project at all times in the late fall and early winter months, and that "morning shadows, except in late spring and early summer, would extend across at least the eastern portion of the Mutual Benefit Life Plaza and portions of the Robert Frost Plaza."

LAND USE, MARKET STREET

Comment:

Sue Hestor, San Francisco Tomorrow: "Once again we're going to lose an entire block downtown for basically one use, one fairly heavily institutional use....The EIR never really pulls out and talks about the real impacts of giving over all of Market Street from Yerba Buena Center down to the Ferry Building to non-pedestrian oriented, non-livable space, except from the hours of eight in the morning until five o'clock in the afternoon."

Response:

On Page 8, the EIR states that "Parcel 21 at the northwest corner of Spear and Mission Sts., and the easternmost 27.5 feet of Parcel 22, would be excluded from the project. The 11-year old, 11-story Matson Building which is on this site would be sold by the Federal Reserve Bank." This office building, which houses the offices of the Matson Navigation Company and other private sector tenants, would continue to be used as an office building on a 100-vara, 137.5 ft. by 137.5 ft. parcel in the block occupied by the project site.

All of Market St. from Yerba Buena Center at Third St. to the Ferry Building is in the C-3-0 District, Downtown Office, which is defined and described in Section 210.3 of the City Planning Code as follows: "This district, playing a leading national role in finance, corporate headquarters and service industries, and serving as an employment center for the region, consists primarily of high quality office development.... Office development is supported by some related retail and service uses within the area, with unrelated uses excluded in order to conserve the supply of land in the core and its expansion areas for further development of major office buildings.'

Ground level pedestrian uses exist along most of the Market St. frontage in the C-3-0 District including restaurants and bars which are open at night, and bookstores and personal service establishments. The newest buildings, at 333, 444, and 595 Market St., will also provide retail space at the ground level.

LAND USE, SANSOME STREET

Comment:

Sue Hestor, San Francisco Tomorrow: "Concern number two is we're going to create new pressure north of Market Street for further encroachment by high rise construction up Sansome

by the relocation of the Federal Reserve Bank from their current facility to south of Market. I don't believe that the way that the aspect of this project is dealt with in the EIR is sufficient, because they really don't deal with...what happens when they abandon their old building. They are going to try to get top dollars for the site. Does the building come down? It comes down, presumably, [because] the kind of building that is being occupied on Sansome Street is not going to fit a lot of other developers' needs. I want to know what is going to happen to that site, and I want it in the EIR, and I want you to deal with the aspects of probably having, unless the high rise issue passes, more pressure on Sansome Street to expand the Financial District up Sansome Street as well as on Montgomery Street, straight up to Washington Street -- more high rises, more reduction of commercial uses, more reduction in the quality of life."

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "(Concerning) the buildings the Federal Reserve now owns and occupies as we see that information in the EIR: If the Federal Reserve is subject to Federal regulations, those buildings would first be offered through the General Services Administration for other Federal agencies; if there was no Federal agency interested, the building would be offered to the State government and then to the City government; and as a last resort then offered to the private sector."

"If the Federal Reserve is not subject to Federal Law, they may not have to comply with those regulations, and our question would be, then, what offering procedures would they use for those buildings? Would there be any restrictions on the sale of the building with regard to the preservation and/or demolition of those buildings. We would like to have that sort of information in the responses, if possible, please."

Dr. Knox Mellon, State Historic Preservation Officer: "Apparently, the Reserve Bank will vacate its offices at 400 Sansome Street and 241 Battery. We consider these buildings to be quite significant and eligible for the National Register of Historic Places. Will Bank relocation have any effects - direct, indirect, long term or short term - on these buildings? Our question was prompted by the fact that this facet of the impact question was not broached in the report. It would be difficult for us to assume that no impacts could occur. This question should be thoroughly explored and documented."

Response:

As stated on p. 87 of the EIR, the project would result in the vacation of "216,000 sq. ft. in the present building at 400 Sansome St. The old space would be sold by the Federal Reserve System on the open market rather

than through the General Services Administration and become available for other office and related uses. It is possible that the existing three-story auxiliary building at 241 Battery St. would be replaced by a new building which would use the site more intensively as permitted by the City Planning Code." The properties are classified C-3-0, Downtown Office District. The 400 Sansome St. parcel is in a 400-I Height and Bulk District; the 241 Battery St. site is in a 450-I height district. New development and uses would have to conform with the limitations of these districts. Specific future uses of the sites cannot be known until the sites are purchased and building plans or use permit applications are developed and filed. The Federal Reserve Bank does not intend to impose conditions on the sale and use of the present building. The nature of the plans may require a separate EIR or separate EIRs. It is not a function of an EIR to speculate and attempt to foretell what future unknown and unidentified buyers would propose to do with the parcels.

LAND USE, PARCEL SIZES

Comment:

Sue Hestor, San Francisco Tomorrow: "Page 19, what I'm talking about in terms of the loss of commercial and residential and retail uses, look at those parcels. Look how many blocks still have small parcels."

Response:

Figure 6, Present Land Use on the Site and in the Vicinity, shows small parcels -- less than 20% of a block -- in Blocks 235, 236, 237, 263, 3712, 3715, and 3717. Two of these blocks are in single ownership, including the project site.

LAND USE, RETAIL

Comment:

Sue Hestor, San Francisco Tomorrow: "On Page 60 and 62 they are dealing with why they are not dealing with retail uses, and again, every institution has their own policy that says that they can't. I would like to see a City policy in contrast with that. 'Security requirements and Federal Reserve System policy considerations prevent the project from incorporating private retail uses.' We have heard that from

every bank, from Bechtel, we have heard it from P.G. and E. -- no one wants to take the next step and say they have an obligation to the City.

"If they were trying to build it in New York City, in areas that have a mandate they have to have retail uses, their policy would go out the window. Their policy should be measured against City policy, and the City does not have a policy to encourage people, and no corporation wants to deal with having tenants on the first floor.

"So I wouldn't let them get away saying that their policy says they can't do it. What I would like the City policy to be is to encourage it."

Response:

The Department of City Planning encourages ground level retail and pedestrian-oriented uses in the C-3-0, Downtown Office District. In recognition of this policy, the Federal Reserve Bank proposes the sidewalk gallery and the ground level museum which would provide pedestrian level amenities and at the same time satisfy the stringent security requirements of the Bank. One Market Plaza, east of the project site, contains a block-long retail mall; street level office space in the Southern Pacific Building was converted to retail use when the mall was constructed.

Comment:

Sue Hestor, San Francisco Tomorrow: "Our office is right across from the site, and I tell you there is no place to go to get something to eat, there is no place to go to talk to someone after a meeting, there is nothing down there. It is very hard for people who work late at night on southern Market St. or who go to meetings on southern Market St., there is no place available. The whole place closes down, except if you go to the Embarcadero Center, and that is sometimes the most reasonable thing for people.

"Mission St. is losing all of its uses, and Market St. is losing all of its uses."

Response:

The reference to "southern Market St." is presumed to be to the lower (north) eastern end of Market St. where the project site is located. One Market Plaza, in the block east of the project, contains restaurants and other retail uses; at least one restaurant is open at night. A sandwich shop is opposite the project site on Mission St. The Hyatt Regency Hotel, opposite One Market Plaza, contains dining facilities and conversation lounges which are open late at night as well as during daytime hours.

LAND USE, HOUSING

Comment:

David Jones, San Franciscans For Reasonable Growth: "We're concerned about the escalating housing prices and rents created by the increase in demand on San Francisco's limited housing stock.

"These skyrocketing housing prices have been created in part by past and present actions by this Commission which have allowed intense high rise development, which creates a demand for housing while at the same time taking insufficient action to assure that there is an adequate housing supply....

"I therefore propose that the Planning Commission not approve this project and its EIR, or other projects that do involve the destruction of housing in San Francisco, unless provisions are made for the replacement of such housing, or until a comprehensive analysis is performed on what the destruction of San Francisco's housing stock is doing to housing prices."

Response:

There is no legal requirement that housing which is demolished for commercial purposes be replaced on a one-for-one basis. The larger issue of housing prices is beyond the scope and function of this EIR. Rental housing prices and policies are being reviewed by the San Francisco Board of Supervisors at this time.

TRAFFIC

Comment:

Jerry F. O'Shea, Chief, Engineering Services: "No work will be required within the State right of way as a result of this project; however the traffic operations of the freeway off-ramp to Main Street may be affected by the closing of a lane on Main Street during construction activities. The mitigation measure to restrict project-related truck activities to non-peak traffic hours should be required.

"The increase in anticipated employees indicates expansion in addition to consolidation. This will add to existing traffic congestion on the freeway system in conjunction with other developments in the area."

Response:

According to the Federal Reserve Bank, trucks would use the interim parking lot site at Main and Mission Sts. as a marshalling yard, thereby keeping trucks and loading and unloading activities off Main and Mission Sts. Major trucking activity during construction would be confined to off-peak hours. The increase in the number of employees on the site would have a cumulative effect on traffic on the bridge and freeway system, but the increase would not affect the level of service.

PARKING

Comment:

H. Retler: "'If the bank used a tandem parking scheme' -- this is talking about the interim use of that lot -- '75 spaces could be provided. Such a scheme would provide the same amount of parking space that is currently available at the existing site, so the 170 parkers using the existing site would be expected to use the new site.'"

"I have two questions: What do they mean by 'tandem parking'? And second, how do they get 170 parkers into 75 spaces? Can anybody answer that?"

Response:

"Tandem parking" refers to the parking of one vehicle behind another, a method of parking which blocks independent access to each stall. The use of 75 spaces by 170 parkers would occur over a period of 3 shifts in 24 hours. The text is modified to include this clarification.

Comment:

H. Retler: "The use of this southwest corner as an interim parking lot is not listed, and it should be, and there should be measures for mitigation. That is, the impact of bringing automobiles in and getting different visual impacts."

Response:

In Section II.D, p. 10, of the EIR it is stated: "Of the 132,000 square-foot site, all but 19,000 square feet at the northeast corner of Main and Mission Sts. would be included in the proposed building plan. This corner parcel would serve the Bank as an interim parking lot until the need for lateral expansion of the operational space of the Bank would require its use, probably in the late 1990's or turn of the century."

In Section IV.C, p. 59, of the EIR it is stated that: "The present on-site parking area would be reduced from approximately 43,000 sq. ft. to about 19,000 sq. ft., and would be visually screened at street level. Design details of the visual screen have not yet been developed." In Section IV. E of the EIR traffic impacts are discussed, and on p. 74 it is stated that: "The main impact of this traffic [using the interim parking lot] would be evident on the Main St. and Beale St. freeway ramps and on Main and Mission Sts."

MUNI METRO

Comment:

Sue Hestor, San Francisco Tomorrow: "On Page 37 I think there is a bit of overoptimism created, they are saying the Muni Metro is going to begin service in 1979."

Response:

As of 1 May 1979, light-rail vehicle operation in the Market St. subway will not be scheduled before the Spring of 1980, according to Lynn Pio, Transit Environmental Coordinator of the Municipal Railway (telephone communication, 1 May 1979).

The text has been updated.

OLD AND NEW MATSON BUILDING

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Make a distinction among the various Matson buildings. The old Matson Building is now known as the P.G. and E. Building, because P.G. and E. owns it; however, most people consider the two buildings there to be the Matson Building, and the P.G. and E. Building, and then we have a new Matson Building, so for those of us who may be used to living in the past, it is very confusing.

"...(on) Page 25, the second paragraph, under 'Market Street Beautification,' we would suggest perhaps a rewording in that paragraph. There again we have that 11-story Matson Building confusion, and once one reads through that, it helps a bit, but if we could have some explanatory words as to which Matson Building we're talking about, it would be helpful."

Response:

The EIR, on p. 8, identifies the "new Matson Building" as "the 11-year old, 11-story Matson Building" on "Parcel 21 at the northwest corner of Spear and Mission Sts." This building at 100 Mission St. has housed the offices of the Matson Navigation Company since it was built and is referred to consistently in the EIR as "the Matson Building." On page 15 the first reference is made to "215 Market St., formerly the old Matson Building." Now owned by P.G. and E., it is referred to consistently in the EIR as "215 Market St." On p. 25 the words "11-year old" are inserted before the words "11-story Matson Building at Mission and Spear Sts."

PROJECT SCHEDULE

Comment:

Dr. Knox Mellon, State Historic Preservation Officer: "We believe it is both curious and inappropriate for a DEIR with a comment period of March 23 through May 7, 1979 to state that demolition of existing on site buildings is proposed to begin in March, 1979. While this is interesting information, how useful is it to an impartial consideration of significant effects and their mitigation?"

Response:

The reference is to Section B of the Summary, p. 2. which is based on more detailed schedule information contained in Section II.E, p. 16. Section II.E, p. 16 was updated before the Draft EIR was published; inadvertently, the Summary reference was not changed. Therefore, the Summary paragraph has now been changed.

San Francisco Guidelines for Preparing an Environmental Impact Report, revised in April 1979, require that the project description include the "proposed project scheduling and/or anticipated incremental development."

ARCHITECTURAL SIGNIFICANCE

Comments:

Dr. Knox Mellon, State Historic Preservation Officer: "The report references an inventory of architecturally significant buildings, stressing that it was not an inventory of historic structures. Another listing, prepared by San Francisco Heritage, was among other things, concerned with the architectural historical aspects of structures in the area. Rather than using this information to draw at least tentative conclusions about the significance of the structures on site, the report simply quotes the meaning of the rating system used by Heritage. Is this assemblage of references and quotations presented to let the reader draw his own conclusions on the question of significance or is he to infer that only the existing Bank, the Kodak Building, and 105 Market are significant?"

"Although the report appears to take no clear position on the architectural and/or historical significance of the cited buildings, it does identify the demolition of some as an impact. Given that, one would assume this to be a significant impact.

"If so, why does the report fail to present and assess any alternatives for avoidance or mitigation of this impact?"

If it is an impact which, furthermore, cannot be avoided, why is this not stated in Section VI?

"Based on the foregoing, is the reader to assume that the report implicitly rejects the possibility that some of the structures to be demolished possess historic and/or architectural significance? If it does not, then a clearly justified evaluation of significance should be presented together with impact analyses avoidance and mitigation measures as required by C.E.Q.A. If the report does not attach significance to these buildings, it should state this unambiguously.

"Beyond 400 Sansome and 241 Battery, it is our opinion that, despite some alterations to the facade at ground floor level, 105 Market St. is eligible for inclusion in the National Register of Historic Places. We would ask that the lead agency convey its opinion on this question to us. If it concurs, we would expect the DEIR to be amplified accordingly. The remaining buildings on site would not appear to qualify individually for the National Register on the basis of architectural/historical merits. However, some of these might be considered buildings contributing to the stylistic and period identity of the major architectural forms on and in the vicinity of the site. None of the foregoing even begins to deal with the possible historic importance of the buildings.

Gray Brechin, Architectural Historian, The Foundation for San Francisco's Architectural Heritage: "Of the buildings now occupying the site, 101-105 Market Street deserves more serious consideration. For the record, the Heritage survey text states: 'A 1902 building which was widely admired for its survival of the earthquake. Damage was largely confined to the brick walls, while the foundation, innovative concrete floor design, and steel frame were unharmed. Designed by a firm (Kenitzer & Barth), both of whose members were important pre-fire era designers. Only a few of Herman Barth's once numerous downtown designs survive. Although essentially a two-part vertical block, the composition here is more complex than most, with a successful integration of larger and smaller orders.'

"The building has superb terra cotta ornamentation, particularly in the spandrels, where intertwined dolphins branch from and flank grotesque faces, and in the pier capitals, which incorporate female figures in the Corinthian foliage.

In addition the building has a very fine denticulated cornice. Aside from its historical significance as a prefire building, the structure contains some of the finest terra cotta detail in the downtown area. This fact should be acknowledged in the impact analysis, and every effort should be made to salvage this vanishing resource as a mitigation measure.

"We would be happy to cooperate with the project sponsor in developing a plan for salvaging the terra cotta detail."

Susan Bierman, Member, City Planning Commission: "I would like to save the building on Market St., but I have not had a lot of luck lately saving any buildings. I am not exactly in the forefront of saving that corner -- 105 -- [but] I would like to go on record as liking that building a whole lot...."

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Under 'Significant Environmental Effects,' Pages 93 and 94, and particularly on Page 94,...the only thing it says about the demolition of those existing structures is that it would increase noise and vibration levels temporarily."

"I think if the authors of the EIR understand the Department's architectural inventory and Heritage's, they would feel called upon to put certain information about those buildings into this particular section. I am not certain if they realize it, but there are many buildings in San Francisco that were not listed in the Department inventory. A building included with even a zero summary rating is considered to be worthy, so I would like some reworking of that paragraph on behalf of the Board, if that is possible."

Response:

The reader of the EIR is expected to reach his or her own conclusions based on the data presented in the EIR. The San Francisco Guidelines for Preparing an EIR preclude the labeling of impacts as 'significant' 'insignificant', 'positive', 'adverse', 'beneficial' or other terms implying a value judgment on the part of the writer. Significance or lack of it is often dependent upon the reader's frame of reference. A statement has been added to Section VI.

Detailed references to other buildings and architectural surveys and inventories are appropriately placed in Sections III and IV.

An additional mitigation measure has been added to Section V.2, Mitigation Measures.

AGE OF BUILDINGS ON PROJECT SITE

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "We don't know historical documentation on any buildings noted as being on the site. A date of construction, at least, would be helpful. One should not make a determination on the buildings simply by looking at them or taking architectural inventories and assigning a number. There should be an evaluation of some sort."

Response:

The building at 101-105 Market St. was built in 1902. The Lincoln Hotel was built in 1913. The building at 127 Market St. was built in 1911. The building at 135 Market St. was built in 1953. The Cohn building at 149 Market St. was built in 1909. The Bay Building at 9-23 Main St. was built in 1909. The Jacobs Sales Building at 35-39 Main St. was built in 1910. The Connolly Building was built after the earthquake of 1906 but the exact date is not known. The DeLano Building was built in 1904 and was rebuilt after the earthquake.

The 1976 Architectural Inventory and the Heritage survey both evaluated the architectural design merit of buildings and are referred to in this EIR for the information of decision makers. Structural engineering reports available on two buildings indicate a recommendation by H.J. Degenkolb & Associates, Engineers on March 15, 1976, that the Jacob Sales Building at 35 Main St. "should be vacated and demolished at the earliest date within a reasonable time schedule. Settlement is continuing and there is no reason to believe that it will lessen....The longer occupancy continues, the greater the risk becomes." On July 15, 1977 H.J. Degenkolb & Associates, Engineers wrote of the Cohn Building as follows: "In our letter of December 28, 1976, we recommended that the building be phased out at the earliest possible date, within six months to a year at the most."

DE LANO BUILDING

Comments:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Further, with regard to the DeLano Building, the Landmarks Board feels that it is possibly the most important architectural structure on the project site, and the request is made as to whether the mitigation and alternative section could include a look at narrowing the driveway into the Federal Reserve Bank to allow the DeLano Building to remain standing."

Susan Bierman, Member, City Planning Commission: "I am very interested in what Mrs. Platt talked about, about if there could be something done about the width of the driveway, because that building (DeLano) is a good building."

Dr. Knox Mellon, State Historic Preservation Officer: "What, then is the historic and/or architectural significance of the DeLano Building?"

Response:

The DeLano Building was given an overall rating of 1 in the 1976 Architectural Inventory. The secured basement area of the proposed project would extend under the driveway and the site of the DeLano Building to the property line at the Matson Building at 100 Mission St. The Federal Reserve Bank states that the driveway space could not be narrowed conveniently, as it would be used for off-street holding and maneuvering space for vehicles waiting to load and unload.

H.J. Degenkolb & Associates, structural engineers, have stated that "the building is a narrow two-story unreinforced brick building with wood floors...presumably supported on wood piles of relatively short length as the building has settled many inches....The brick walls contain many cracks which appear to have been patched at various times.

"If the DeLano Building is not demolished and the excavation for the proposed Federal Reserve Bank is immediately adjacent, we envision that the building will undergo significant movement from ground heave during piling operations and subsidence during shoring operations. This will result in considerable cracking of the building necessitating major structural repairs to a building of marginal structural integrity."

Dinwiddie Construction Company has stated that "in our opinion to put a building with a basement such as the Federal Reserve directly adjacent to the DeLano Building would result in a high risk to the integrity of the building during construction as well as after.

"The building is obviously on very short piles, as were most of the buildings in this area, and the piles for the Federal Reserve go to a substantially deeper depth, thus eliminating underlying stability for the narrow DeLano Building. The brick walls of the building are not reinforced in any way, and the floors' anchorage to the walls is certainly questionable. There is certainly no way this building could conform to modern building codes."

HERITAGE SURVEY

Comments:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "The DeLano Building at 70 Spear St. at one point in the EIR on Page 58 is indicated as not having been included in Heritage's survey boundary areas; however, on Page 30, which is the first time it would come up, not having the information there is misleading."

Dr. Knox Mellon, State Historic Preservation Officer: "Were other buildings occupied by the Bank and on the project site not rated by the Heritage survey because they were not considered worthy of note or because they were not covered by the survey effort? The latter seems to apply to the DeLano Building."

Response:

The following is added to the third paragraph on p. 29:
"The Heritage survey did not extend south of parcels fronting on Market St. in Assessor's Block 3712."

1976 ARCHITECTURAL INVENTORY

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Page 26, the first full paragraph, four lines down: 'Contemporary buildings were included as well as some more than 50 years old.'"

"I think that is rather misleading. I think that the inventory includes buildings regardless of age, and I don't think that the author of the EIR would be in a position to know how many were contemporary and how many were more than 50 years old, but I would think in San Francisco the chances of a building being more than 50 years old in that inventory would be overwhelming."

Response:

The reference to the inclusion of contemporary buildings in the 1976 Architectural Inventory was made to contrast it with the inventory made by the Junior League of San

Francisco which was published in 1968 as Here Today, San Francisco's Architectural Heritage. The latter deliberately excluded buildings that were less than 50 years old at the time of that survey.

Comment:

"Page 29, the second paragraph language is: 'Inclusion of a building in the inventory does not require nor necessarily encourage its preservation.'

"I can't disagree with the fact that the inventory does not require its preservation, but I think the purpose of all of the inventories that we have done in the City is certainly to encourage their preservation, at least it is to point out these buildings are architecturally significant and it is a device being used by all of us decision-makers in evaluating projects."

Response:

The purpose of the paragraph of which the first sentence was quoted is to point out the urban design intent of recognizing the Southern Pacific Building, and the 215 Market St. and 245 Market St. buildings so that "the design of new construction...would...minimize any harmful effects. Groupings of such outstanding architecture...were considered by the inventory team to merit particularly sensitive design consideration when new buildings are built within such an area." To clarify the intent of the paragraph, the first sentence quoted in the comment, bearing on the legal effect of the inventory, is deleted in the Final EIR. The word "rather" is deleted from the second sentence.

ARCHITECTURAL INVENTORY ADVISORY REVIEW COMMITTEE

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "Further down under 'Architectural Resources,' there is reference to an advisory committee of architects and historians who assisted in the final determination of evaluative ratings, and I feel that that is somewhat misleading. Those of us who are listed in that footnote did review the materials and did provide assistance to the Department in that manner.

However, the final ratings per se were those of the Department and not any of us, and I think clarification there would be helpful."

Response:

The second sentence in the paragraph referred to is changed.

115 MAIN STREET

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "What will the environmental effects be on 115 Main, which has the initiation of designation as a landmark, which has been made by the Landmarks Board, although the matter has not come to you as of yet?"

Response:

The proposed project would have no direct effects on property between Mission and Howard Sts.

SECURITY vs. RETAIL USES

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "What is the inference in the Federal Reserve's mind with regard to security between retail uses on the ground level and museum uses?"

Response:

Public access to all parts of the proposed Federal Reserve Bank Building must be subject to security controls and continued surveillance by the Bank, as it is at the present Bank at 400 Sansome St., including the signing in of

each visitor and the issuance of identification badges and passes. Access by the public to the museum would be through lobby areas under the complete security control of the Federal Reserve Bank, and the museum itself would be under Federal Reserve Bank security control. It would not be practicable for access to retail stores to be subject to such Federal Reserve security controls if general retail sales purposes were to be served.

PRESENT APPEARANCE OF PROJECT SITE

Comment:

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "And the last sentence in that paragraph [pg. 25, second]: 'The site as a whole has the look of urban transition--vacant upper floors in the buildings, temporary parking lots, signs advising of new locations of businesses once housed there' -- that is very judgmental, and we feel not objective. It leads you to feel that the whole is such a mess that it ought to come down and be replaced by another thing."

Response:

The sentence is an objective statement of fact: the site does contain vacant upper floors in the buildings, temporary parking lots, and signs advising of new locations of businesses once housed there. The conclusion is that of the commenter.

EARLY BUILDINGS AT PROJECT SITE

Comments:

Garland J. Gordon, Department of the Interior: "Page 23 - The discussion of early buildings at the project site is insufficient. The report does not attempt to reconstruct the specific building sequence in the project area; remains of which may be encountered in the course of site preparation. Sanborn Insurance Company maps and other historical documents from the late 1880's and early 1900's locate several buildings of historical interest in the project area, including a coal yard, flour mill, hardwood lumber company, wholesale grocers, and lithographers (Roger Olmsted, personal communication May 3, 1979)."

Rob Edwards, Regional Officer, State Archaeological Site Survey Record Office: "The cultural resource section of this report is totally inadequate and thus not surprising in its lack of data and the wrong interpretations made in the EIR. No professional consultation is noted or any in-depth research that would have shown even a non-professional the potential for this area holding important and significant cultural resources.

Garland J. Gordon, Department of the Interior: "Page 22 - Although, as stated, the 1859 U.S. Coast Survey map does show a building present on the project site, examination of the 1853 Coast Survey map indicates buildings were already present on the site at the time that map was made in 1853. In addition, filling of the area may have occurred earlier than 1869 as reported in the Draft EIR. Close examination of photographs and the 1857 Coast Survey map show the fill line was crossing Main Street south of Market Street by 1857....

"Further, it is our experience that halting construction should historic artifacts be encountered, as recommended on page 89 of the Draft report, rarely provides adequate mitigation of adverse impacts to the resources and will likely result in costly project delays.

"Therefore, we would recommend that in order to ensure the completion of the project in a timely manner, significant cultural resources located on the building site should be accurately identified and evaluated as early in the planning process as possible and certainly prior to the beginning of construction. Identification and evaluation studies should include a site-specific history which details the sequence of building and demolition in the project area and identifies sources of disturbance, archeological sub-surface testing which establishes the nature and extent of historic materials present. A qualified historical archeologist, knowledgeable about the early history of San Francisco should be contacted to conduct these investigations."

Response:

The Office of Environmental Review does not require a detailed sequential analysis of buildings on a project site in the degree of detail done for federally funded projects which must comply with the National Historic Preservation Act and federal regulations. References cited on p. 23 of the EIR include the Coast Survey maps, the National Maritime Museum at San Francisco (formerly the San Francisco

Maritime Museum), and the San Francisco Landmarks Preservation Board staff.

Figure 9, p. 24 shows the 1853 shoreline and the area of the site where a building is shown on the 1853 U.S. Coast Survey Map. Filling of the entire area had to occur before 1869 in order that the site could be ringed with buildings. The EIR, using the 1869 U.S. Coast Survey Map as a base, states on p. 22 that "By 1869 the site had been filled and was ringed with shallow buildings fronting on Market, Main, Mission, and Spear Sts."

At the suggestion of Jean Kortum of the Landmarks Preservation Advisory Board, the last paragraph on p. 22 is amended.

SHIPS ON THE SITE

Comments:

Dr. Knox Mellon, State Historic Preservation Officer: "We specifically disagree with the statement that the brig Galen was removed from the site. At the very least, there is no real evidence that it was. In all likelihood, it was burned to the water line and covered with fill. In any case, the question could only be answered definitively by a properly developed and implemented research effort not immediately threatened by a bulldozer blade."

Garland J. Gordon, Chief, Interagency Archaeological Services, United States Department of the Interior: "Page 23 - There is no conclusive evidence to indicate that all brigs anchored and abandoned at the project site were broken up

and completely removed. Historical records from that time period are scanty and unreliable concerning ships that may have docked in close proximity to or in the project area (Harlan Soeten, personal communication May 2, 1979). Photographs taken between 1853 - 1857 show ships landlocked after the construction of Stueart (sic) Street, thus making the removal of abandoned ships difficult. Many of these abandoned ships (including possibly the Galen) were burned or broken up only to the water line and then allowed to sink in place."

Jean Kortum, Member, Landmarks Preservation Advisory Board:
"Records of the San Francisco Maritime Museum, now the National Maritime Museum at San Francisco, indicate that a couple of ships, tentatively located near the site, were subsequently removed....'Building on pilings' in the 1853 map (information from 1851 or '52) could have been built on a ship moored alongside the wharf, although it's not entirely likely. The Museum's map of abandoned ships is tentative."

Response:

The mapped location of the brig Galen (as shown on the Map titled "Gold Rush Vessels Beached, Scuttled and Broken Up", copyrighted 1963, by the San Francisco Maritime Museum) was adjacent to the Market St. Wharf in the center of six water lots. The 1853 shoreline (See Figure 9, p. 24) indicates a fill or platform over piling on this site near Main St. which contained a building. Most of the approximately 500 ships which were abandoned alongside wharfs such as the Market St. wharf were removed as a menace to navigation. However, the early construction on this site, prior to 1853, increases the possibility of remains of a ship or other cultural materials being found (Jean Kortum, Member, San Francisco Landmarks Preservation Advisory Board, written communication, 18 April 1979).

Because existing records of ships which were anchored and abandoned are imprecise and incomplete, present knowledge about them is indefinite. The mitigation measure in Section V.2, p. 89, has been revised.

ARCHAEOLOGICAL MITIGATION

Comments:

Dr. Knox Mellon, State Historic Preservation Officer: "The evidence adduced to conclude that project construction is not expected to affect cultural or historic resources is inadequate. Furthermore, to state that construction activities would be stopped and appropriate measures taken if artifacts were encountered, is so vague as to be meaningless. What are appropriate measures? What would be appropriate for marine artifacts, for house foundations, for privies, for trash pits? How long could activities be stopped? What investigations would be undertaken? Who would conduct them? How would they be funded? In the wake of the Niantic episode and our knowledge of what transpired historically in Yerba Buena Cove, the wisdom of properly documenting the history of the site and preparing a research and testing proposal should be clear. Conclusions as to on-site resources, effects and mitigation could only be reached on the basis of adequate research and documentation. The report does not even begin to approach this level of information.

Rob Edwards, Regional Officer, State Archaeological Site Survey Record Office, Cabrillo College, Aptos, CA: "The corings that were done (probably for other purposes) do indicate the potential of historic resources. However, such data is overlooked or discounted. This area is noted as part of Yerba Buena Cove which has shown areas of cultural concentrations of great significance.

"The mitigation suggested on page 3 is totally inadequate from both the Cultural Resource Management view as well as being economically feasible. Such considerations for such resources need to be planned into construction schedules, not just happen."

Garland J. Gordon, Department of the Interior: "Based upon the information discussed above, we believe the possibility of locating significant cultural remains during the course of this project is great. Preliminary testing in the form of boring holes would tend to substantiate this claim. Cultural materials including brick fragments, nails, wood, bone, leather, and glass were located above 25 feet in four of the six locations tested by Dames and Moore."

Response:

The need for a preconstruction testing program would be

determined by the Office of Environmental Review in co-operation with the Federal Reserve Bank, considering the need for demolition of existing buildings before testing the probable site of a former ship. The sites of the soils borings are presently used as parking lots. The Office of Environmental Review does not have statutory power to force the Federal Reserve Bank to implement recommended specific mitigation measures, but the City Planning Commission could require specific mitigation measures as a condition of permit approval. The reference to p. 3 is to part of the summary of the EIR. The complete mitigation measure is found in Table 9, Mitigation Measures Proposed to Minimize the Adverse Effects of the Project, p. 89. The mitigation measure in Table 9, Section 2, page 89, has been modified in accordance with the San Francisco Guidelines for Preparing an EIR, as amended in April 1979. A measure has also been added to Table 9, page 89 under Cultural and Historic Aspects under the heading of Measures Rejected (and Reasons for Rejection).

POSSIBILITY OF FINDING CULTURAL OR HISTORIC MATERIALS OR ARTIFACTS

Comments:

Garland J. Gordon, Department of the Interior: "Page 53 - We must take issue with the statement, 'Because the site was under water until filled about 115 years ago, it is believed that no intact cultural or historic materials or artifacts would be encountered during the excavation process'. The possibility of remains of store ships docked and abandoned at the site, as discussed above, would make this a premature and unsubstantiated statement. In addition, the fill itself often contains material of a cultural nature. The source of filling material usually consisted of dredged sand and 'trash'. The trash component should include many discarded items of a domestic and commercial nature such as bottles, cans, clothing, building materials, etc. It appears that much of the filling along the Market Street wharf was accomplished during the 1850's. As a result, there should be a significant component of cultural refuse from this period within the proposed site's historic fill deposit. When encountered in an undisturbed and stratified context, the material will provide an excellent sample of the range of material culture present within San Francisco during the first decade of its existence."

Dr. Knox Mellon, State Historic Preservation Officer: "There is no basis for categorically saying that no intact cultural or historic materials or artifacts would be encountered during excavation. If there were any, project excavation would almost certainly disrupt them before a professional assessment could be made. If anything, the DEIR's statement might be a self fulfilling prophecy. Furthermore, by referring to intact resources, the Report betrays a peculiar notion of significance and value. Is it saying that resources must be intact in order to be worth considering? Are the only meritorious archaeological values those which have been frozen in time and rescued from destruction by a stroke of fate as was the case with Pompeii? If the value judgment made by the Report in this respect had been broadly applied, our knowledge of prehistory and much of history would be ridiculously small. The fact that on site test borings recovered various cultural materials none of which seem to have been professionally assessed, would point to the need for a thorough archival study of the site's physical use history; the development of a research design for testing; testing to verify or disprove predictions based on archival work; and, if necessary, an appropriately designed data recovery program."

Mrs. G. Bland Platt, President, San Francisco Landmarks Preservation Advisory Board: "We find the archaeological sections, whether the Federal Reserve is subject to the National Historic Preservation Act or not to be insufficient ...we would like to encourage the Department to substitute appropriate language at the various parts of the EIR, where that is applicable with regard to archaeological investigation."

"It would seem that there will be archaeological matter found, should the project progress."

Response:

The statement on p. 53 has been amended, incorporating suggestions by Jean Kortum of the Landmarks Preservation Advisory Board.

XI. CERTIFICATION RESOLUTION

SAN FRANCISCO

CITY PLANNING COMMISSION

RESOLUTION NO. 8298

WHEREAS, A draft environmental impact report, dated March 23, 1979, has been prepared by the Department of City Planning in connection with EE78.207: Federal Reserve Bank of San Francisco, on the property described as follows: Block bounded by Mission, Market, Main and Spear Streets; Lots 1, 2, 3, 4, 7, 13, 13A, 14, 14A, 14B, 15, 16, 17, 18, 19, 20 and a portion of Lot 22; in Assessor's Block 3712;

WHEREAS, The Department duly filed a notice of completion of the draft report with the Secretary of the California Resources Agency, gave other notice and requested comments as required by law, made the report available to the general public and satisfied other procedural requirements; and

WHEREAS, The City Planning Commission held a duly advertised public hearing on said draft environmental impact report on April 26, 1979, at which opportunity was given for public participation and comments; and

WHEREAS, A final environmental impact report, dated June 14, 1979, has been prepared by the Department, based upon the draft environmental impact report, any consultations and comments received during the review process, any additional information that became available, and a response to any comments that raised significant points concerning effects on the environment, all as required by law; and

WHEREAS, On June 14, 1979, the Commission reviewed the final environmental impact report, and found that the contents of said report and the procedures through which it was prepared, publicized and reviewed comply with the provisions of the California Environmental Quality Act, the Guidelines of the Secretary for Resources and San Francisco requirements;

THEREFORE BE IT RESOLVED, That the City Planning Commission does hereby find that the Final Environmental Impact Report, dated June 14, 1979 concerning EE78.207: Federal Reserve Bank of San Francisco is adequate, accurate and objective, and does hereby CERTIFY THE COMPLETION of said Report in compliance with the California Environmental Quality Act and the State Guidelines;

AND BE IT FURTHER RESOLVED, That the Commission in certifying the completion of said Report does hereby find that the project as proposed will not have a significant effect on the environment;

I hereby certify that the foregoing Resolution was ADOPTED by the City Planning Commission at its regular meeting of June 14, 1979.

Lee Woods
Secretary

AYES: Bierman, Christensen, Dearman, Mignola, Nakashima, Rosenblatt

NOES: Starbuck

ABSENT: None

PASSED: June 14, 1979

APPENDIX A: RESIDENTIAL AND BUSINESS RELOCATION DUE TO PROJECT

<u>Address</u>	<u>Building</u>	<u>Displacee</u>	<u>Estimated No. Displaced Residents/Employees</u>	<u>Relocation Status and Comment</u>
101 Market St.	105 Market Bldg.	Gilbert Gamlen/ Restaurant	4 Employees	Occupies ground floor space. Will be relocated in 1979; qualifies for relocation benefits.
105 Market St.	105 Market Bldg.	David C. Davis Co.	2 Employees	Terminated business effective 1 October 1978; qualifies for relocation benefits.
	105 Market Bldg.	Southern Pacific (various offices)	56 Employees	Occupies remainder of 105 Market Bldg.; commenced moving in January 1979; majority of space leased by S.P. qualifies for relocation benefits.
115 Market St.	Lincoln Hotel Bldg.	Lincoln Hotel	84 Residents/ 4 Employees	Occupies upper 6 floors; relocation begun in Feb. 1978; 26 tenants were eligible for and received supplemental rent allowances and moving costs. Remaining tenants are being paid for actual moving costs or a dislocation allowance.
119 Market St.	Lincoln Hotel Bldg.	Weinstein's Gateway Sundry Store	8 Employees	Occupies ground floor; relocated in January 1979; qualifies for relocation benefits.
127 and 135 Market St.	RCA Bldgs.	RCA	(No Employees displaced by Federal Reserve)	Occupied two buildings at time of acquisition; RCA terminated its leases and moved in June 1978. It was determined that the firm moved on its own volition and was not entitled to relocation benefits.
149 Market St.	Cohn Bldg	Cling Peach Advisory Board	-	Rents basement for storage only; moving in February 1979; qualifies for relocation benefits.
153 Market St.	Cohn Bldg.	Southern Pacific (various offices)	150 Employees	Occupies remainder of leased space in Cohn Bldg.; began moving in January 1979; qualifies for relocation benefits.
9 Main St.	Bay Bldg.	Electra Restaurant	5 Employees	Leased ground floor space after acquisition by Federal Reserve; will be relocated in 1979; not entitled to relocation benefits.
15 Main St.	Bay Bldg.	Southern Pacific (various offices)	156 Employees	Occupies all space above ground floor in Bay Bldg.; began moving in January 1979; qualifies for relocation benefits.
19 Main St.	Bay Bldg.	Mandel Jewelers	2 Employees	Occupies ground level space; relocated in February 1979; qualifies for relocation benefits.
23 Main St.	Bay Bldg.	Sir Speedy Instant Printing Center	4 Employees	Occupies ground level space; relocated in February 1979; qualifies for relocation benefits.
25 Main St.	Takahashi Bldg.	Hertzka and Knowles Architects	11 Employees	Occupies ground floor; relocated in January 1979; qualifies for relocation benefits; remainder of building is subleased to RCA for storage; qualifies for relocation benefits; relocated in February 1979.
35 Main St.	Jacob Sales Bldg.	Domingo Perez' Barber Shop	1 Employee	Business unable to relocate in vicinity; received in-lieu relocation payment.

APPENDIX A: RESIDENTIAL AND BUSINESS RELOCATION DUE TO PROJECT (continued)

<u>Address</u>	<u>Building</u>	<u>Displacee</u>	<u>Estimated No. Displaced Residents/Employees</u>	<u>Relocation Status and Comment</u>
39 Main St.	Jacob Sales Bldg.	Guckenhimer Sandwich Shop	2 Employees	Business unable to relocate in vicinity; closed; received in-lieu relocation payment.
41 Main St.	Jacob Sales Bldg.	Sequoia Press	2 Employees	Business relocated to Howard Street in 1978; received relocation benefits (moving costs).
		Xerox, Benihana of Tokyo, J.K. Lasser and Company	-	Occupied storage space in remainder of Jacob Sales Bldg.; all were relocated in 1978 and paid relocation benefits (moving costs).
45 Main St.	-	Metropolitan Parking	2 Employees	Public parking lot will continue to operate until mid-1979; qualifies for relocation benefits.
55 Main St.	-	Foster and Kleiser Onorato Parking	2 Employees	Billboard will be relocated in February 1979; qualifies for relocation benefits. Public parking lot will continue to operate until mid-1979; qualifies for relocation benefits.
Main & Mission Sts.	-	Chevron Service Station	9 Employees	Terminated business 31 December 1978; does not qualify for relocation benefits.
70 Spear St.	De Lano Bldg.	De Lano Bros. and Company	4 Employees	Business will relocate locally in March 1979.
14 Spear St.	Connolly Bldg.	Modern Talking Picture Service, Inc.	2 Employees	Moved when lease expired in mid-1976; paid relocation benefits (moving costs only).
	Connolly Bldg.	R. Chodak P. Taylor	2 Residents/ Employees	Arts and crafts enterprise; relocated in 1978; paid residential and business relocation benefits.
	Connolly Bldg.	Ms. Sefton and Mr. Payne	2 Residents/ Employees	Live-in artists; relocated in 1978; paid residential and business relocation benefits.
TOTALS			88 Residents 430 Employees	

SOURCE: W.K. Ginter, Assistant Vice President/Relocation Officer, Federal Reserve Bank of San Francisco, memorandum; 12 June 1978, and update, 9 February 1979.

